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AMERICAN FOUNDATION FOR THE BLIND

FROM DARKNESS TO LIGHT

By AMAL SHAH, D.S.M.

THE VIEWPOINT regarding the blind which has existed in India for many years, and which still exists in most quarters, is that blind persons are brought into this world for two reasons: First, since an offense must not be permitted to go unpunished, and since blindness is adjudged the penalty for a certain crime, this penalty must not be unduly interfered with; secondly, the presence of the blind and their handicaps is believed to be a warning against the repetition of crimes which might bring with them such a penalty as blindness.

The traditions of this ancient land show that in the past a blind man was given his due, and was tolerated without any kind of disparagement being offered him, but was not allowed to inherit and manage property. Gradually, as modern civilization more and more got the upper hand and the desire to live in accordance with old traditions became less and less keen, the blind came to be considered a burden to their families and to the community. Naturally, the next question raised was: Why should a blind man remain idle and have an easy life? Why could he not be given some training and become a self-helping citizen?

The history of the education of the blind in India goes back only fifty years. While travelling in India my grandfather, the late Reverend Lal Behari Shah, met an English missionary, who told him the romantic story of Louis Braille and his invention by which the blind could read and write. The idea of a reading and writing system of raised dots fascinated my grandfather, and he set about learning the system. The more he learned the more interested he became, not only in braille, but in the general cause of the blind. He adapted the system for the Indian languages —as you well know, in India we have many languages. The French language has only twenty-five letters to the alphabet, whereas the Indian vernaculars have more than sixty letters besides half-vowels and letters in com-

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bination. The adaptation is, therefore, not simple, and it should be considered an achievement in itself. Like the original, the adaptation is arbitary, but a scientific basis has been evolved in both cases. The adaptation of Bengali, Hindhi, and Urdu have stood the test of more than forty years, and the blind readers of our country can read and write by touch as any of us may do by sight. Grandfather Shah found two pupils to teach. Gradually others heard about his work and how he taught the blind to read with their fingers, and, before he realized what was happening, he had forty pupils on his hands. He had to appeal for public aid to build a school so that the education of the blind in India might be put upon a larger and more scientific scale and in this he succeeded.

When he started his work in his own home in Calcutta, the English missionaries of northern India tried to discourage him by starting a rival school. But the public of India gradually came to understand that the policy of these missionaries was to convert all blind children to Christianity, which did not appeal to the people of our country where there are so many religions and castes. Lal Behari passed through many difficult circumstances, which space will not permit me to mention, but the story of how he fought for the right appears in his biography. Among the noble-hearted men who helped him to establish this non-denominational institution were Lord Carmichael, the then Governor of Bengal, Sir Surendra Nath Banerjee, Sir Rajendra Nath Mookerjee and Mr. M. Srinivasa Rao.

To-day all the leading men, from His Excellency the Viceroy of India to Mahatma Gandhi, the leader of the National Congress Party, take real interest in this work. Our great leader, Mr. Gandhi, may be said to be helping to a large extent to prevent blindness in our motherland because, as you know, he devotes a good deal of his time to the reconstruction of villages and to the education of our poor villagers, who are among the poorest people on earth and without any education. If his plans work out successfully, then the amount of blindness which is at present very great will gradually be reduced.

The school which Lal Behari founded is the leading institution for the education of the blind in India. This example was soon followed by the cities of Bombay and Mysore. The school at Mysore was established by Mr. M. Srinivasa Rao, for the purpose of educating both blind and deaf children.

In 1925 the school which Lal Behari Shah started in Calcutta in 1897 moved out to Behala, a southern suburb of the city, into commodious premises and spacious grounds. The school which was started in a very small way with two pupils fifty years ago, is now a well-organized institution, whose directors are all notable men of Calcutta, headed by His Excellency, Lord Hurbert, the Governor of Bengal, and Lady Mary Hurbert, as Patrons, and Sir Harold Derbyshire, the Chief Justice of Bengal, as the President.

The work of the school is divided mainly into eight sections, namely, Literary, Nursery School, Industrial, Musical, Physical, Teacher-Training, Gardening, and Poultry. All pupils receive a literary education up to the Primary Standard. Those who exhibit special aptitude are admitted into higher classes and prepared for the matriculation examination of Calcutta University. The graded syllabus for basketry and cane-weaving has proved helpful. The aim is not to be contented with anything not done thoroughly, for in the world's market no job will be paid for unless it is well done. It is gratifying to note that the graded syllabus which has been introduced in our school, has also been adopted by all the industrial schools in Bengal. Every year in different competitions our boys and girls send in their articles, and it is pleasing to note that they always win the trophies and medals. This itself proves that the work in this department has been carried on successfully.

Training in music is independent of sight, and can therefore, be easily acquired by the blind, and it affords them a respectable source of living; nearly one-third of our ex-pupils are in fact earning their living as music teachers or musicians. Besides vocal and instrumental music, dancing, mimicry, caricature, and play-acting form part of the course for play-actors or social entertainers. The radio also affords occupation to blind artists. The students of the school broadcast their own musical programs from the Calcutta Broadcasting Station from time to time, which are appreciated by the listeners. A few of our old students are also engaged in movies. The Boy Scout Group of the school has a band of its own, and it is interesting to note that the blind Scouts always lead the sighted Scouts of the District in marching with their band. They led the whole Behala Association of four thousand Scouts in the open streets last year at the Annual Rally.

Blind children are said to have ordinarily 25 per cent less vitality than the seeing, and they are usually in an anaemic condition when they come to the school. Emphasis is, therefore, placed on physical education in various forms, including the usual drill and gymnastics, corrective exercises, long walks, swimming, rowing, outings and camping trips. Scouting provides a healthy occupation and pastime of the type so difficult to find for the blind. The Calcutta School has forty Scouts and about twenty-five Cubs. They have acquitted themselves creditably in competitions with the Scouts who see. The group actually stood third among many sighted troops of the Association and was awarded a silver cup. In the annual inter-troop aquatic sports the blind Scouts also stood second among many competitors. The blind scouts and cubs are anxious to proceed as far as possible on the same level with the Scouts who see, in spite of their handicaps. Their courage, coupled with zeal and earnestness in the field of Scouting, has been the source of encouragement of many a sighted brother. I introduced Scouting among the blind boys of our School, and I am proud to say today that more than half of the Scouts have passed all the tests and have been awarded the First Class Badge. We hold every year two Scout Camps, where the boys learn more self-resourcefulness in outdoor life than they do anywhere else. Scouting for the blind is recognized today in India as part of the great world-wide activity. Our girls are also carrying on the work of Girl Guides satisfactorily. (We call them in the British Empire, Girl Guides not Girl Scouts.)

Great care is taken to train the hand and develop touch, which is the essential sense and almost the only asset of the blind, and without which their training is an impossibility. Object lessons, nature study, modelling, and gardening are included, and the pupils are also given lessons in learning locality and direction, since the intuitive faculty which guides some children is entirely wanting in others. Obviously, the more young blind people are brought in contact with nature, the better; as it is, they get little enough compared with other children. In the fairly large grounds of the school, they experience the changing seasons and all that they bring—wind, rain, sunshine, flowers, and fruits. The children have their own plots of ground where they interest themselves in gardening.

The institution is well cared for, but above all, no one can fail to be moved by the obvious cheerfulness of students of all ages, which says so much as to the care they receive and the manner in which light and interest have been brought into their lives by the system and methods which the school has adopted.

Let me give you a few examples from our old students. Professor Nogendra Nath Sen Gupta, M.A. in two subjects, economics and philosophy, a lecturer of the Bangabashi College in Calcutta, is an author of books on logic, a University examiner, and an editor

of a daily newspaper, thus proving to the world that, given opportunities, sightless persons can hold positions of responsibility after proper education and training. Mr. Subodh Chandra Roy, M.A. of the Calcutta University is also a lawyer of Calcutta High Court, obtained his M.A. from Columbia University in 1937, travelled in many parts of America and England, visited Japan, and recently returned to India with his newly-married American wife, to help in the education of the blind. Mr. Sadhan Gupta, a graduate of our institution is now studying for his M.A. in Law at Calcutta University. He stood first in Sanskrit among twenty-five thousand candidates in the matriculation examination a few years ago. In this connection, I should mention also the name of Mr. Kamala Kanta Majumdar, an ex-student of the school, who founded a school for the blind in Patna, in the province of Bihar. Unfortunately, he died three years ago at a very young age, and we thus lost a devoted worker for the blind. There are many other students who graduated from this Institute, earning fair livings. Many of our girls are also helping in many ways in the social field. The School therefore compares favourably with the schools for the blind in the Western countries. The Institute is influential, occupying a unique position among the educational organizations in the country. The work that is being done in the Institute and the wonderful results which it has accomplished in fifty years in difficult circumstances are interesting and instructive, and the issues involved in them are undoubtedly of vital importance. The education and the training of our children must be regarded as a matter of national concern.

It is difficult for me to say anything about my own grandfather, but I feel this paper would be incomplete, and I should be lacking in my duty if I refrain from paying homage to the great Founder who devoted his life to the cause of the blind of our country. The blind in India owe to him a deep gratitude because the Calcutta Blind School, which is the expression of his benevolent heart, has brought light to the blind in our country by opening out before them a region hitherto unexplored when they were thrown into a world of darkness. His School has taught me that blind men are after all men and possess great latent capacity, which makes them excellent citizens, capable, not only of an independent life but also of service to society. Many of our students, who are blind, have learned to say with Helen Keller, the world-renowned woman who has overcome her physical handicaps of deafness, dumbness, and blindness, that to be blind is to see the better side of life.

Lal Behari Shah's simplicity of life was striking, and even when he had become famous, I found him doing cane-work with his students, barely anything to cover his body or feet. Visitors would often mistake him for an ordinary workman. He built a one-room house with a thatched roof on the campus of the school in Behala and spent the latter part of his life there. He always used to say to us that, if he did not mingle with his pupils and live like a poor man, he would not be able to understand their difficulties and problems. He had a deeper side to his nature, namely, the wealth of spirituality which gave charm and sweetness to his character. His supreme gift to the blind in India was the gift of his own sight, for he became blind in 1916 at the age of sixty-three. When my father, who is the present Principal of the Calcutta School, returned to India in 1918 after his training in England, he found my grandfather blind. He died July 1, 1928.

His Majesty, King George the Fifth, recognized the service which my grandfather rendered to the blind of India, by awarding him the Kaisar-I-Hind medal in 1922.

We celebrate the Founder's Day on December first when our old and present students meet together. Our sighted students of

the Teacher-Training Department who are now employed in different schools for the blind also come. All the students, teachers, and members of the Board of Governors, go to place wreaths on the grave of the Founder. Public bodies are also represented and each year the citizens of Calcutta hold a memorial meeting at the Town Hall.

On Prize Day we invite more than three thousand ladies and gentlemen to visit our school. Apart from these main functions we arrange many minor occasions for the public to visit the school, and every one is cordially invited. These events give opportunities for the public to learn the needs of the blind children and to lift up the veil of darkness from them.

The School has accommodation for two hundred boys and girls. We need more staff and up-to-date buildings in order to start new departments for mentally-retarded, feeble-minded, and deaf-blind children. The Government of Bengal has given a grant of 50,000 rupees recently toward the building fund of the school. Her Excellency, Lady Hurbert visited the school last January, and I am hoping to hear soon that the School has recently received another lump sum grant for the maintenance of teachers specially qualified for these fields.

Altogether there are at present twenty schools in different parts of India for the education of the blind. These schools are giving education to approximately two thousand children. The total number of blind people in India is nearly two million, and among them there are fifty thousand blind children of school age. From this statement you can easily imagine what a great task confronts the educators of the blind. It is impossible to do anything unless the British Government takes up the problem.

If the laudable object of the Indian Governments of spreading literacy among the people at any cost is to be truly and effectively accomplished, the education of the blind at public expense should be included, inasmuch as blind persons are as good subjects of the Empire as any other. If early education and training were given by the State, there would still be occasion enough for private philanthrophy to do social work.

Along with the education and care of blind persons, prevention work should be vigorously carried on. The problem might be divided into three main parts: Prevention of Blindness, Education and Training, and After-care. In the West today great emphasis is laid on Prevention. In India the real work of prevention of blindness was started only a few years ago, and with proper management, is making rapid strides.

"Only the fringe of the problem has been touched; much yet remains to be done." So said Lord Lytton at the Opening Ceremony of the new buildings at Behala in 1925. It is for the younger generation to take up the work of the great Founder and continue to build on the foundation laid by him fifty years ago, to help the blind to taste the happiness and joy of life and to make their lives bright and beautiful.

SPECIAL LICENSES FOR THE HANDICAPPED UNDER STATE MINIMUM WAGE LAWS

By George Lavos

Social Legislation and the Handicapped

The steady advance of social legislation into new fields is ever bringing into sharper focus the economic problems of the handicapped in modern society. The general effect of such legislation is a curtailment of the occupational possibilities for the handicapped. Workmen's compensation adversely affects the opportunities for employing physically disabled workmen in industry because of the problems of compensating a possible case of second injury;[1] group health insurance programs in industry and occupational disease compensation curtail job openings for those with systemic physical deficiencies; restrictions and regulations on industrial homework threaten the livelihood of those who are homebound;[2] growth of control over the health status of workers manufacturing certain articles, mainly foods, as well as over school teachers, lessens the employment possibilities for the tuberculous;[3] the establishment of a minimum wage brings to the fore the problem of the worker whose productive capacity is substandard because of physical or mental defect.

The effects of such legislation as outlined above on the employment opportunities for the handicapped were, in general, unforeseen. With the passage of time the special problems of the handicapped were recognized and various methods of meeting these problems devised. These methods were, and are, mainly special clauses exempting the handicapped from the benefits of the law or limiting the applicability of the law in the case of the handicapped.

The resurgence of minimum wage legislation in the various states of the United States and the minimum wage program being developed under the Fair Labor Standards Act of the Federal Government bring to the forefront the special license program for the handicapped as developed under minimum wage laws. In the light of the future of minimum wage legislation in the United States this special program, granting permits to handicapped workers to work at less than the minimum wage, needs examination.

The Problem of the Handicapped Under Minimum Wage Laws

Minimum wage regulation has the general effect of raising production standards. There is a tendency, on the part of employers, to compel the workers to apply themselves with greater effort to their jobs in order to produce enough to be worth the minimum wage.[4] It, therefore, follows that, when production standards are raised or more rigorously main-

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Editor's Note—This is the first of a series of four articles on legislation affecting the employment of the handicapped.

[1] Lavos, G., *Compensating second injuries,* to appear in the Rehabilitation Review; Lavos, G., *Waiving compensation rights,* Outlook for the Blind, 1938:32:128-32.

[2] Skinner, M., *Industrial homework under the National Recovery Administration,* U. S. Children's Bureau, Publication No. 234, 1936, p. 7.

[3] Tobey, J., *A manual of tuberculosis legislation,* National Tuberculosis Association, 1928, Appendix I, Laws of Arizona, Arkansas, Minnesota, New Mexico, North Carolina, Pennsylvania, South Carolina and Utah; see also Klein, A. and Thorburn, G., *Employment of the tuberculous,* New York Tuberculosis and Health Association, 1928, p. 12.

[4] Broda, R., *Minimum wage legislation in various countries,* U. S. Bureau of Labor Statistics, Bulletin No. 467, 1928, pp. 5, 6, 38 and 65.

tained, those who cannot meet them find difficulty either in holding their jobs or in obtaining new employment. The net result is that those who cannot come up to the more exacting standards of production are discharged[5] or work at less than the official minimum wage in violation of the law.[6]

To overcome this disastrous effect on employment of the handicapped, brought about by the application of a minimum wage order, the special license program has been developed. The special license is a means of meeting the effects of sharpened production standards. It enables a person who has a defect which interferes with his productive capacity to hold a job by having the right to work at less than the legally established minimum wage. It enables an employer to retain or to hire such a person and pay him a wage commensurate with his worth.

Special licenses or permits appeared first in Australia,[7] and were incorporated in the laws of many other foreign countries of Europe, South and Central America, and the British Empire.[8] The American states, upon the introduction of minimum wage laws, also incorporated the provision for a special license in order to avoid the occupational displacement of the substandard handicapped.[9]

Scope of Minimum Wage Legislation

Jurisdictions Covered

There are, at present (November 30, 1939), twenty-five States with minimum wage laws enacted. These States are Arizona, Arkansas, California, Colorado, Connecticut, Illinois, Kansas, Kentucky, Louisiana, Massachusetts, Minnesota, Nevada, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Utah, Washington and Wisconsin. The District of Columbia and Puerto Rico also have minimum wage laws in force.[10]

Status of the Laws and Licenses

In several states these laws are inoperative for various reasons. In Oklahoma and Utah the constitutionality of the laws is being challenged in the courts of the States. The law in Kansas is inoperative because of lack of appropriations. In South Dakota no effective machinery has been set up to enforce the law and no requests for special licenses have been made to the Industrial Commission of the State.[11]

In several states no licenses have been issued although minimum wage laws are being enforced. In Washington "because of the very low wage set by the Industrial Committee for most industries . . . no appeals for . . . licenses" have been made.[11] In North Dakota no license has ever been requested.[11]

In Oregon no special licenses are being issued. The State Welfare Commission tries to "help in getting them (handicapped workers) placed where they can get the largest compensation possible . . ."[11] Several of the states have so recently enacted minimum wage laws that no going program of granting special licenses has been established. These states are Arizona, Kentucky, Louisiana and Pennsylvania. Connecticut has never issued a license although several applications have been made. The minimum wage, under the laundry order (the only wage order being enforced), is only 30¢ an hour and ". . . the

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[5] Collier, P. S., *Minimum wage legislation in Australia,* New York (State) Factory Investigating Commission, Fourth Report, Appendix viii, 1915, p. 1933.

[6] Rankin, M., *Arbitration and conciliation in Australasia,* pp. 52-3.

[7] Collier, P. S., op. cit., pp. 1933, 2033.

[8] International Labour Office, *Minimum wage fixing machinery,* Studies and Reports, Series D., No. 17, 1927, passim.

[9] Gordon, M. J., *The development of minimum wage laws in the United States, 1912 to 1927,* U. S. Women's Bureau, Bulletin No. 61, 1928, p. 27.

[10] These jurisdictions will be spoken of as States in subsequent parts of the report for reasons of ease and brevity.

[11] By personal communication with the State administrator of the minimum wage law.

lowness of the rate has probably made it unnecessary for employers to secure licenses in borderline cases . . ."[11]

The special license program is, therefore, conditioned by several factors. The first of these is obviously the extent to which a minimum wage law is being enforced. If the state does not enforce the law, violations are not discovered. The second factor is less obvious and simple. The minimum wage which is legally established affects the need for applying for the special license. If this wage is extremely low, no special licenses are applied for. Wisconsin, for example, has established a flat rate in all industries based on the minimum cost of living. But this rate is considerably lower than the going rate in most industries. Hence there has been little call for licenses for the substandard.[11]

If the state established, not a minimum time rate but a minimum piece rate, the workers set their own wage, and a substandard worker will set her own substandard wage. If a stipulation is made that, no matter how few pieces are produced, the wage cannot fall below a certain minimum, special licensing is again necessary.

If the minimum in piece rate bears a fixed relation, either to a given proportion of workers who earn a certain amount or to the number of pieces produced by a given proportion of the workers, then special licensing may be needed. In Wisconsin, for example, if 50 per cent of the women and minors earn (in a given establishment) 3 cents more than the required minimum, the piece rate on such work as given by the employer will be deemed adequate, and the employer will not have to make up any possible differences. Thus, among the 50 per cent who earn less than the stipulated amount, there may be workers who are substandard because of some physical or mental defect. These workers, because the employer has met the legal requirements, will be employed at substandard wages without licenses.[11]

Issuance of the License

The special license is issued on two bases. Because there is usually a prohibition in the minimum wage law forbidding payment of less than the official minimum wage it is necessary that expressed permission be given the minimum wage administrators to issue permits to work at less than the legally established minimum wage. In all the states this permission has been given through the inclusion of a special license clause in the minimum wage law. Upon this expressed permission the administrators have built up their individual procedures.

Legal Bases

The states which are not legally empowered to issue licenses, as well as those that are, and the bases upon which licenses can be issued appear in Table I. Four states (Arkansas, Nevada, Kansas, and Puerto Rico) are not expressly permitted to issue special licenses to handicapped workers, and the minimum wage administrators in these states have not assumed such powers.

The largest proportion of states have followed the model law of the National Consumers' League. Licenses, under the laws of these states, are granted to those whose earning capacity is impaired by age, physical or mental deficiency, or injury. A fewer number of states has used the term "physically defective by age or otherwise". Two states grant licenses to the physically defective, and one of these (South Dakota) grants the license to the mentally defective as well. Wisconsin is the only state to broadly define the special licensee as one unable to earn the minimum wage.[12]

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[12] Nebraska under its minimum wage law in force from 1913 to 1919 was permitted to issue licenses to physically defective women; Texas (1919 to 1921) to any person subject to the law; and Kansas (1915 to 1921) to physically defective, crippled or any person of less than ordinary ability.

TABLE I. LICENSING POWERS OF STATES HAVING MINIMUM WAGE LAWS

Power to Issue Licenses to Those Who Are Physically Defective by Age or Otherwise

California	Oklahoma
Colorado[a]	Oregon
District of Columbia	Utah
Louisiana	Washington
North Dakota	

Power to Issue Licenses to Those Whose Earning Capacity Is Impaired by Age or Physical or Mental Deficiency or Injury

Arizona	New Jersey
Connecticut	New York
Illinois	Ohio
Kentucky[b]	Pennsylvania
Massachusetts	Rhode Island
New Hampshire	

Power to Issue Licenses to the Physically Defective

Minnesota

Power to Issue Licenses to the Physically and Mentally Defective

South Dakota

Power to Issue Licenses to Those Unable to Earn the Minimum Wage

Wisconsin

No Licensing Power

Arkansas	Nevada
Kansas	Puerto Rico

[a] Empowered to issue licenses also to those less efficient than ordinary women workers.

[b] License is not issuable to those whose earning capacity is impaired by mental deficiency.

The term "one whose earning capacity is impaired by age, physical or mental deficiency or injury" is more truly descriptive of the special licensee than "physically (or mentally) defective". The special-license-employee is not only a physically or mentally defective individual. The defect, in such an employee, interferes with her productive capacity thus impairing her earning capacity. In short, while the presence of a physical or mental defect is a necessary condition to the issuing of a special license (in all but Colorado and Wisconsin), it is not, in and of itself, a sufficient condition. The defect must interfere with the employee's productive capacity. Whether this division in legal definition represents a real division in the groups to whom licenses are issued will be seen in the succeeding sections.

Determination of the Presence of the Defect

The administrative procedure of granting the special license has been built upon these legal bases. The first step is the determination of the presence of the physical or mental defect to ascertain eligibility under the legal definition. The second step, and the most important in special licensing, is the determination of the effect of the presence of a defect on productive capacity.

The presence of the defect is variously determined in the several states. Usually a doctor's certificate or statement is required. The doctor may be one of three kinds, a doctor affiliated with the state, the employee's doctor or the employer's doctor. New York and Rhode Island require a routine examination by a doctor affiliated with the Labor Department of the state. A few states will accept a statement from the employee's physician. Massachusetts will accept statements from the employer's doctor. Several of the states failed to specify the kind of physician. In three states (District of Columbia, Minnesota, and New Jersey) officers of the minimum wage division determine the presence of the physical defect, using any medical or hospital records as well as interviews with the employee. Colorado will accept the statement of the employer as to the presence of the defect.

Where the defect is both apparent (such as deafness, blindness, or an orthopedic condition) and long standing, a medical examination at the time of application is not necessary. But when the application is based on systemic disorders or is for the period of re-

covery from illness, medical examination by impartial doctors seems most necessary to properly safeguard the procedure and the applicant.

The presence of a mental defect is far less rigorously determined. In a large number of states in which the license may be issued to such a defective, no mention was made of the method used to determine the presence of the defect.[13] Rhode Island accepts the statement of its state physician supplementing it, if necessary, with statements from a psychologist. In Massachusetts the employers usually offer certificates from psychologists substantiating their claim that the employee is mentally defective. New Jersey uses school records.

The real test of the system followed in granting special licenses lies not so much in the determination of the presence of a mental or physical defect but in the methods of ascertaining "substandardness." The license is issuable in theory, not upon the basis of the presence of a defect, but upon the basis *of the effect of its presence on productive capacity.*

Determination of Substandardness

The fact that "substandardness" cannot be determined from the presence of a mental or physical defect alone has been recognized in several states. Even where the state failed to indicate directly that a physical or mental defect alone did not determine "substandardness," other statements in the reports substantiate the inference that the state was aware in its licensing procedure of this fact.

In California, Connecticut, Illinois, Massachusetts, New York, Rhode Island, and Wisconsin, an investigation of the payroll and production records of the applicant for the special license is made. The worker is also observed on her job, and interviews are held with her and her fellow-employees. The District of Columbia, New Jersey, and Ohio state that each case is thoroughly investigated by some member of the minimum wage division.

The remainder of the states failed to indicate in any way that more was considered than the defect alone in determining substandardness. Of these states only three have issued licenses, Colorado for advanced age, Minnesota for several defects, and New Hampshire for unindicated defects.

Of the states whose legal definition empowered the issuance of licenses to the physically (and mentally) defective without an expressed statement that the earning capacity must be impaired by such defect and who have issued licenses, only California and the District of Columbia state that an investigation of the productive capacity of the applicant is made. Minnesota and Colorado do not signify such an investigation. But this has not resulted in any evasion of the law by the wholesale granting of special licenses. Colorado has issued two, and Minnesota eighty, licenses.

Practically none of the states makes use of any of the organizations devoted to the vocational adjustment of the handicapped to assist in this step. Wisconsin, Massachusetts, and the District of Columbia will issue licenses to workers recommended by the vocational rehabilitation services of the jurisdictions. But this procedure applies only to cases which the vocational rehabilitation services are attempting to rehabilitate. There is no routine consultation with any vocational specialists for the handicapped, except in Minnesota where the Division for the Deaf under the Industrial Commission is consulted in appropriate cases.

Summary

The bases upon which the special licenses are issued are two-fold. Legally special licenses are issuable to the mentally and physically defective whose earning capacity is impaired

[13] This may be due to the fact that few licenses have been issued to the mentally defective. No procedure has been built up to meet the requests because they have been so few.

thereby, to the physically defective by age or otherwise and to the physically and mentally defective. Licenses in two states are issuable to those unable to earn the minimum wage (which also makes provision for the learner).

Both the nature of the defect and its extent must be ascertained for eligibility under the legal definition. Nearly all of the states require a statement from a doctor certifying as to the presence of a physical defect. Few states require this statement from an impartial doctor. The presence of a mental defect is less rigorously determined. Practically no state requires the statement of a psychometrist. One or two accept a physician's statement as sufficient. The remainder fail to indicate their procedure.

Second, the actual effect of a mental or physical defect on productivity must be carefully determined to weed out the defectives whose defects interfere with the job from those whose defects cause no such interference. This step in the procedure is fairly adequately carried through. An investigation is made by the minimum wage division. In very few states is "substandardness" determined with the aid of specialists in the vocational adjustment of the handicapped.

Limitations on the Licenses

There are, in general, three possible limitations on the extent of the provisions of the special license. The license may be limited in time by the period for which it is valid. It may be limited in wage by the degree below the minimum wage at which the substandard wage is to be set. It may be restricted in number to a given proportion of an employer's work force.

Period of Validity

The data in Table II give, in brief form, the limitations in force in the various states which gave information on this item on the length of time the special license is valid. Only two states have a legal restriction on the period of validity of the license. Both Utah and California limit it to a six-months' period with the possibility of renewal. The largest number of states have some administrative limitation on the period of validity. The most frequent administrative limitation is the restriction limiting the validity of the license to the period within which the employee is employed by the employer under whom the license was originally issued. A few states also issue permits with a definite date of expiration to those with temporary disabilities.

Table II. Limitations on the Period the License Remains in Force

No Limitations

North Dakota[a]

Legislative Limitations

California (6 months)[b]
Utah (6 months)[b]

Administrative Limitations

Minnesota[c]
Wisconsin[c]
District of Columbia[c]
Rhode Island[c d]
Connecticut[c d]
New York[c d]
Ohio[e f]
Illinois ("limited")[e]
Kentucky ("limited")
Massachusetts (12 months)[g]
New Jersey (set period)[h]
New Hampshire[i]

[a] This is proposed. The State has never issued licenses.
[b] Renewable for like periods.
[c] Valid for period employee is employed under original employer.
[d] Temporary permits issued for stated periods where the disability is limited in time.
[e] No statement made as to exact period of validity.
[f] Valid for period employee is employed under original employer with periodic reinvestigation.
[g] Minimum wage division can change the minimum wage after it has been in effect for one year. Each special-license-employee is, therefore, reinvestigated at the end of the period.
[h] Definite period of validity set for each case so that it may be reinvestigated.
[i] Valid until revoked unless otherwise stated.

All of the states fail to limit explicitly the period of validity to the time employed on the *particular* job upon which the substandardness was determined. Ohio, though, does have a reinvestigation of the case from time to time. This state is the only state mentioning a follow-up system to see that the conditions under which the license was issued remain substantially the same where the period of validity is limited to the period of employment under the original employer. New Jersey sets a definite date of expiration in each case so that re-investigations may be made.

The method of handling renewals has been less clearly set up. Legislatively both California and Utah provide that the license, valid for six months by law, may be renewed for a similar period. In California a re-investigation of the case is made upon such a renewal. In the states with the license valid only for the period of employment under the original employer there can be no renewal. Should the special-license-employee leave the establishment and obtain work elsewhere, another application is made and investigation held just as though the case were new. The special license is not a permit to work in any establishment at less than the minimum wage. Massachusetts grants the renewal upon request. New Jersey will renew a permit upon the recommendation of the investigator who has re-investigated the case. The remainder of the states either stated they had had no requests for renewals and consequently had made no provisions, or they failed to respond to this item.

Number of Special-License-Employees per Establishment

All but seven states of those giving information on the number of special-license-employees per establishment have some limitation on the number of such employees which any given industrial unit may employ (Table III). Of the states with limitations seven have set up administrative restrictions and two have had the restrictions set up in the clause granting the special license. This limitation proposes to prevent any great displacement of normal workers by substandard workers.

TABLE III. LIMITATIONS ON THE NUMBER OF SPECIAL-LICENSE-EMPLOYEES PER ESTABLISHMENT

No Limitations

California
Illinois
Massachusetts
North Dakota
New Jersey
New York[a]
Rhode Island

Legislative Limitations

Colorado (10 per cent of whole number of employees in establishment)
Minnesota (10 per cent of whole number of employees in establishment)[b]

Administrative Limitations

Wisconsin (25 per cent of women and minors employed in establishment)[c]
District of Columbia (10 per cent of total women employed)
Connecticut (10 per cent of total women employed)[d]
Kentucky (5 per cent of employees)
New Hampshire (10 per cent of employees)
Ohio (5 per cent of women and male minors employed in establishment)
Washington (25 per cent of personnel)[c]

[a] In general as few special-license-employees as possible are granted per establishment.

[b] By personal communication the Minimum Wage Board has never granted the full 10 per cent in any industrial establishment employing 50 or more workers.

[c] This limitation includes the defective, the learners and any others permitted the special license.

[d] One special-license-employee permitted in establishments with less than ten workers.

The limitation is usually stated in terms of a proportion of certain groups or group of employees in the establishment. The proportions vary from 25 per cent for Wisconsin and

Washington (which includes all less than minimum wage employees) to 5 per cent for Ohio and Kentucky.

Another limitation, which is beneficial to the handicapped and which is used only by Connecticut, permits one special-license-employee in establishments with less than ten employees. This provision permits the employment of handicapped in establishments with small work forces. A proportion, such as 10 per cent, is meaningless when the total work force is less than ten in number.

The Substandard Wage

Another limitation on the special license is the degree below the minimum wage at which the wage for the substandard employee is to be set (Table IV). The legislative control of this factor is very limited. Only Wisconsin has guaranteed the wage by law. The clause provides that the wage shall be commensurate with ability, and ability, in terms of the special-license-employee, is the degree of substandardness. This clause is followed administratively in several states. Some states provide that the wage shall not fall below a certain minimum (stated in terms of a proportion of the official minimum wage or a flat amount) regardless of how substandard the worker may be. Two states provide that the wage shall be set at a given percentage of the minimum wage for all special-license-employees.

None of the states except the District of Columbia gives consideration to any other factors than the substandardness and the officially set minimum wage in setting the wage for the substandard worker. The District of Columbia investigates the living arrangements of the applicant in determining the wage for such a worker. Wisconsin states that the deficiency (i.e., the difference between the minimum wage for all employees and the wage of the substandard employee) has to be made up, but fails to go beyond this.

TABLE IV. LIMITATIONS ON THE DEGREE THE SUBSTANDARD WAGE MAY FALL BELOW THE MINIMUM WAGE

No Limitations

District of Columbia[a]

Legislative Limitations

Wisconsin (wage commensurate with ability)[b]

Administrative Limitations

Minnesota (wage dependent upon degree of substandardness)
Massachusetts (wage dependent upon degree of substandardness)
Illinois (wage dependent upon degree of substandardness)
Rhode Island (wage dependent upon degree of substandardness but in any case not less than 25 cents per hour)
California (not less than 25 cents per hour)
New Jersey (not less than 90 per cent of official minimum wage)
Ohio (not less than 80 per cent of official minimum wage)
Kentucky (not less than 80 per cent of official minimum wage)
New Hampshire (not less than 75 per cent of official minimum wage)
Connecticut (80 per cent of official minimum wage)
New York (75 per cent of official minimum wage)

[a] The determination of the wage is an individual matter. Consideration is given not only to the substandardness and the official minimum wage but also to the living arrangements of the applicant.

[b] By personal communication this refers to the degree of substandardness when the license is for the defectives.

Summary

Few states limit the period of validity to a set period, either administratively or legally. Nearly all provide administratively that the license is valid for the period of employment under the employer under whom the license was originally issued. Renewals have been met with infrequently in the special license program and, where granted, have been preceded by reinvestigations of the case. Several

states have no restriction on the number of special-license-employees per establishment. Those which do have such a limitation prohibit, either legally or administratively, the employment of a number of such employees greater than a given proportion of either the total work force or the women (and minors) under the minimum wage order. The substandard wage is set in terms of the degree of substandardness and also in given proportions of the official minimum wage. All the states but the District of Columbia, in setting the wage, consider only the substandardness of the worker and the official minimum wage.

Special Licenses in Practice

Announcing the License

It is necessary that the employers know of the possibility of a special license permitting lower than the official minimum wage for those of the handicapped who are of less than normal productivity. This need has been met in various ways. The method most frequently used is the announcement in the wage order that special licenses to work at less than the minimum wage are issuable to those handicapped persons who cannot earn the minimum wage. The announcement of New York, appearing under the heading "Administrative Regulations," reads as follows:

> *Handicapped.* No woman or minor whose earning capacity has been impaired may be paid at less than the minimum wage, until a special license, issued in accordance with the provisions of Section 558 of the Labor Law, has been obtained by the employer from the Division of Women in Industry and Minimum Wage.

New Jersey, Illinois, Colorado, New Hampshire, Connecticut, Rhode Island, the District of Columbia, Ohio, and California also use this method. Kentucky proposes to announce the possibility of a special license through the press, unions, and employer associations. The District of Columbia also announces the possibility of the license at all wage hearings. Washington passes it along by word of mouth. There is, in addition to these formal methods, the clause in the law itself which employers may read. If digests are made, it is essential that they contain a statement on the special license as well as other features of the law.[14]

A few states have avoided announcing the special license. Wisconsin, Minnesota, and Massachusetts state that they do not advertise the special license at all. Wisconsin feels that it is unwise to do so (possibly because of the broad clause permitting special licenses), and Massachusetts reports that the Commission intends that "each worker shall receive not less than the amounts found by our wage boards to represent the minimum on which a woman or minor may maintain herself in health and decency."[11]

Granting the License

The request for a special license must officially come from the employer in every state. California and the District of Columbia require both the employer and the employee to apply. New Jersey accepts application independently from employees and welfare groups as well. A large number of the states require the active consent of the employee before granting the license.

Some states have developed forms for the application as well as for medical report and license. The application form contains space for data on age, defect if any, defect's interference with job, experience on the job, wage proposed, wage of other workers on job, hours of work. Some states have developed forms for the medical report. A few have forms for the production and payroll investigations of the investigators.

The special license itself is a written authorization permitting employment of stated

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[14] The digest of Connecticut, for example, does not mention the license.

employee at less than the minimum wage. It is issued in all states but one by the division administering the law.[15] Nearly all of the states are required by the minimum wage law to state in the license the wage the special-license-employee is to receive. California, Minnesota, Oklahoma, South Dakota, Utah, Washington, and Wisconsin are not so required.

Eleven states are required by law to state in the license the length of time the license is valid. These states are Arizona, Connecticut, Illinois, Kentucky, Massachusetts, New Hampshire, New Jersey, New York, Ohio, Pennsylvania, and Rhode Island.

As a rule two or three copies of the license are made out. The employer and the administrators keep copies. Sometimes the special-license-employee is also given a copy of the license.

TABLE V. NUMBER OF SPECIAL LICENSES ISSUED, BY YEAR AND STATE

Year	*States*		
	Cal.	D. of C.	Mass.
1916	—	—	3
1917	—	—	2
1918	186	—	24
1919	346	51	9
1920	191	23	48
1921	223	6	3
1922	189	7	15
1923	95	—	10
1924	98	—	1
1925	134	—	0
1926	182	—	8
1927	142	—	4
1928	144	—	6
1929	185	—	10
1930	223	—	8
1931	344	—	5
1932	351	—	2
1933	440	—	0
1934	334	—	1
1935	783	—	0
1936	1,240	—	1
1937	1,716	—	N.R.
1938	N.R.	8	N.R.

N.R.—not reported.

TABLE VI. TOTAL NUMBER OF LICENSES ISSUED BY STATE[a]

State	*No.*	*State*	*No.*	*State*	*No.*
Ark.[b]	0	Mass.[c]	249	Ore.[e]	0
Calif.	6,541	Minn.	80	Pa.[b]	0
Col.	2	N. H.	29	R. I.	87
Conn.	0	N. J.	7	S. D.[d]	0
D. C.	95	N. Y.	28	Utah[d]	0
Ill.	N.R.	N. D.	0	Wash.	0
Ky.[b]	0	Ohio	15	Wis.	24
La.[b]	0	Okla.[d]	0		

[a] The number of licenses in force at present cannot be generally obtained because of the limitation that the period of validity of the license is limited to the period the employee is employed by the original employer.

[b] Law passed too recently to bring about requests for special licenses.

[c] Substandard workers are permitted to work at less than the minimum wage without licenses in certain cases to prevent embarrassment on the part of employees and annoyance on the part of employers.[11]

[d] Law not being enforced at present.

[e] No licenses being issued.

Special-License-Employees

Information on the number of special-license-employees and the types of defects suffered by them are very difficult to obtain. The results, as presented in Tables V, VI and VII are sketchy and extremely limited. This, in and of itself, is an indication of the extent of special licensing. While it is true that the various administrative divisions have recognized the possibility and the need for special licensing, they have not granted such licenses in any great number.

No comparisons can be made upon the basis of the data in the tables. The number of wage orders, the differing jurisdictions of the orders, the varying number of women (and minors) covered, all make comparisons of significance and value impossible.

The types of defects for which licenses have been issued (Table VII) are very difficult to obtain, California has reported this information consistently, but it has not been broken

[15] In New Hampshire the Labor Commissioner issues the license while a Minimum Wage Division administers the law.

TABLE VII. REASONS FOR ISSUING SPECIAL LICENSES BY YEAR IN CALIFORNIA[a]

Year	Reason		
	Age (*per cent*)	*Physical defect* (*per cent*)	*Language deficiency* (*per cent*)
1918	60	40	—
1919	75	25	[b]
1920	70	23	2
1921	71	29	[b]
1922	73	27	—
1923	67	33	—
1924	70	27	3
1925	79	21	—
1926	83	17	[b]
1927	78	22	[b]
1928	70	27	3
1929	76	24	—
1930	76	24	—
1931	78	21	1
1932	62	38	—
1933	65	33	2
1934	75	25	[b]
1935	91	9	—

[a] Calculated from data in the Sixth Biennial Report of the California Industrial Welfare Commission and the Second Biennial Report of the California Department of Industrial Welfare and from data supplied by personal communication with the Chief, Department of Industrial Relations, Division of Industrial Welfare.

[b] Less than 1 per cent.

down into specific classes. Every year shows that more licenses are issued for advanced age than for physical defect or language deficiency. The physical defects include lameness, loss of arm or leg or eye, blindness, and other physical deficiencies. Licenses have been issued for mental deficiency also. Other states reveal that a greater proportion of licenses have been issued for advanced age than for physical or mental defect.

New Jersey reports licenses issued to a deaf mute, to crippled, and to old women; Colorado has issued two licenses for advanced age; Minnesota has issued 49 licenses for age, 4 for crippled condition, 5 for deafness, and 18 for illnesses of various kinds including diabetes, asthma, and heart disturbances; Rhode Island has issued 53 licenses for age, 6 for crippled conditions, 7 for nervousness, 6 for defective vision, 1 for deafness, 1 for diabetes, 7 for retarded mentality, and 3 temporary permits for weakened condition following illnesses; the District of Columbia has issued 3 licenses for age and 4 for crippled conditions.

These reports, meager as they are, show that age and crippled condition predominate as bases for the special license. Deafness was the basis for the special license in a few cases.[16] One state has issued licenses to the blind, and two states to the mentally defective. One state has issued licenses to the emotionally disabled.

Summary

The possibility that a special license for substandard defective workers to work at less than the official minimum wage can be issued is usually announced in the wage orders.[17] Other methods include announcements at wage hearings, notices to unions, press and employer's associations. A few states fail to advertise the possibility, attempting by this means to prevent any undermining of the minimum wage orders.

The license, in all states, is granted only after an investigation. This investigation varies in degree of thoroughness and in matters investigated. The investigation calls for data on the defect, usually the wage proposed, and the interference of the defect with productive capacity. The application must come from the employer in most of the states. A few require both the employer and employee to apply. The license itself is a written authorization issued in duplicate or triplicate form permitting payment of a wage less than the minimum.

The information available as to the number of special licenses issued and the bases of

[16] Minnesota, using a Division for the Deaf, Industrial Commission, as an advisory council in the issuance of licenses, has issued the most.

[17] North Dakota has included the announcement in wage orders 1 and 6 only.

issuance is meager. The number of licenses issued depends on the enforcement of the law, the minimum wage set, the number of wage orders, the number of employees covered, and the years that the clause has been in effect. With all these variables no statement of value can be made on the total number issued.

Advanced age, as a cause, seems to predominate over physical defects. Among the physical defects crippled conditions predominate. Licenses have been issued for systemic defects and sensory defects as well. Few licenses have been issued for mental deficiency. Only one state has issued licenses to the emotionally unbalanced.

Results of Special Licensing

Effects on Employment Opportunities of Normal Workers

There may have been a fear in some quarters that the possibility of obtaining workers at less than the minimum wage would lessen job opportunities for normal workers. The opinion is fairly prevalent that handicapped workers are employed because of the fact that they can be hired at less than the standard wage. A recent publication on industrial personnel states:

> —many firms make a practice of caring for a few handicapped individuals—(in part)—because such individuals are frequently hired at reduced rates.[18]

The legal and administrative limitations on the number of special-license-employees per establishment represent an official attempt to control this possibility.

Few of the administrators reported any attempts to abuse the special license possibility by staffing the establishment with special-license-employees. Rhode Island states:

> One employer stated that all his workers were handicapped. Another from the same general territory said his employees were so low grade mentally and in such poor health that they seemed like substandard workers. In general an employer, though, does not request that a worker be classified as substandard unless he feels that she is especially below the standard of other workers in his factories.[11]

California, in one of the reports on the administration of the clause, states:

> It has been found that the employment of permit women at less than the minimum wage has affected so few that there is no evidence of evasion of the law by the substitution of elderly or infirm workers receiving less than the minimum wage for minimum wage workers.[19]

The figures reported from California, Massachusetts, and the District of Columbia on the displacement of normal workers by special-license-employees bear out the conclusion arrived at from experience. The largest proportion is .85 per cent for the District of Columbia upon the introduction of its wage order in 1919. And in no state does the proportion of special-license-employees approach 1 per cent of the total number of women covered by wage orders.

The situation at present is substantially the same. Some 30,000 women are covered by the wage orders in force in the District of Columbia at present, and there are eight special-license-employees; 100,000 workers covered in Massachusetts, and there are 91 licensees; 45,000 workers covered in New York, and 28 licensees.

To make an unequivocal statement about these statistics would require knowledge of the proportion of substandard workers in the general population as well as in the population covered by the wage orders. Such data are not available. It can at least be said, from the point of view of normal workers, that a group constituting less than 1 per cent is no threat to their jobs.

On the basis of the statistical data as well as of opinions of administrators there have been no attempts to oust minimum wage women

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[18] Yoder, D., *Personnel and labor relations,* New York, 1938, pp. 442-3.

[19] California, Industrial Welfare Commission, Sixth Report, biennial period, July 1, 1926 to June 30, 1928, p. 17.

by substituting special-license-employees. This clause, granting the license, does not injure, in any way, the job opportunities of normal workers. It would be a threat were the special licenses granted merely upon request, but, because they have been issued so sparingly, they have not undermined the wage orders.

Effects on Employment Opportunities of the Handicapped

The special license may be looked upon, not as a threat to the employment possibilities of normal workers, but as an aid in securing employment for the handicapped. This possibility actually has two aspects, the extent to which the license enables substandard workers to retain their jobs when wage orders are introduced, and the extent to which disabled workers (who are substandard) are able to obtain jobs after wage orders have been put in force.

From the lack of reports of discharged substandard workers it can be concluded that the special license enables such workers to retain their jobs. The usual substandard worker is someone who has long been in the employ of a firm. A larger proportion of them are old and infirm rather than young and crippled, blind, or deaf. The firm, because of their long employment with it, feels a paternal interest in them and, therefore, desires to keep them.

While no data bearing directly on this problem can be produced, the conclusion of a NRA Commission may throw some light on the problem. This Commission, established to study the effects of the codes on employment of handicapped workers, states that, contrary to the rumors that handicapped persons were being discharged upon the introduction of the codes, "in many localities no instances of this were found at all, though the report seemed to be well founded in Massachusetts."[20] In general it can be concluded that the introduction of wage orders does not displace substandard workers.

On the other hand, the extent to which the special license acts as an inducement to hiring handicapped workers can be less readily ascertained. The disabled have always found it difficult to obtain employment. Furthermore, a lower wage than the officially set minimum wage is no inducement for an employer to hire workers when their productive capacity is less than normal. The special license itself is an attempt to see to it that the employer "gets his money's worth."

The administrative features of special licensing act against the possibility that a special license may serve as an inducement to hiring the handicapped. In the first place, the license is not issued to disabled workers whose productive capacity is normal in spite of their handicap.[21] In the second place, the system of obtaining a special license discourages its use. In nearly all the states the employer must actively seek the special license. In the experience of one state, at least, this has been found to be a deterrent to employment for such handicapped workers. An investigation by the National Industrial Conference Board of the minimum wage in Massachusetts revealed that women were working at less than the minimum wage without licenses. Among the reasons assigned was the following:

> —employers who have tried the (special license) system have found the extra work involved too great a nuisance to be continued.[22]

The inspectors, to take the lesser evil, permitted women to work at less than the mini-

[20] National Recovery Administration, *Report of NRA commission to study effect of codes upon employment of physically or mentally handicapped workers.* Release No. 6557, July 23, 1934.

[21] From available evidence the disabled who are normally productive (if the wage given for services is any criterion) far outnumber the substandard among the disabled. A California survey reveals 86 per cent of the physically handicapped receiving the standard wage for the jobs held, 7 per cent receiving substandard and 5 per cent receiving supra-standard wages. (California, Department of Education, *Census and industrial survey of the physically handicapped in California.* Bulletin No. 9, 1935, p. 25.)

[22] The National Industrial Conference Board, op. cit. p. 46.

mum wage without licenses.[23] (At present there are three workers who are of special license type, but who hold no licenses in order to prevent embarrassment.[11]) Third, it is questionable whether an employer will seek a license for a worker who applies for employment in his establishment when her only outstanding qualification is that she is substandard in productivity. Hiring such a person under these circumstances would be an act of charity and charity is not the basis upon which employment for the disabled is sought today.[24] It is only through the active intervention of outside groups that employment for the handicapped as special-license-employees will be secured under these circumstances. This inference is borne out by the fact that in both the District of Columbia and in Massachusetts special licenses have been issued handicapped workers through the recommendation of the vocational rehabilitation services of the states that these workers were substandard. The relationship between the Minimum Wage Board and the Division for the Deaf in Minnesota may account for the comparatively large number of deaf who are working under special licenses in that state. Agencies dealing with the vocational adjustment of the disabled, can, by stating that the disabled worker is substandard, use the special license as a means of securing employment. Another administrative obstacle lies in the method of determining the substandardness of a disabled worker. Apart from such methods as relying on a statement by a vocational rehabilitation agent, the usual method is to examine the past payroll record of the worker and her performance in terms of production records. This assumes that the worker is already on the job. Thus there is no possibility that a disabled worker, by seeking employment on her own, can obtain employment with the special license because no employer would go through the bother and trouble of permitting her to work on a job until her substandardness can be demonstrated in payroll and production records.

In the opinion of H. Kessler, of the Rehabilitation Service of New Jersey, the minimum wage laws of the various states have played only a minor part in assisting the handicapped to obtain employment.[25] The report of the National Recovery Administration study of the effect of the codes on the employment of the handicapped previously quoted has this to say relative to this point:

> —the most frequently expressed opinion (was) to the effect that not enough of the substandard workers were obtaining employment—[26]

On the basis of both the actual administration of the laws and the opinions of experts in the vocational adjustment of the disabled, the special license does not assist in obtaining employment for the disabled, substandard or not.

Summary

There is no evidence that the substandard workers, because of the possibility of payment of a wage less than the decreed minimum, are ousting normal workers in industries covered by wage orders.

The special license does prevent displacement of already employed substandard workers. But, as administered at present, the special license does not act as an inducement to hiring the substandard among the disabled or the disabled themselves.

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[23] It has been reported in reference to this practice that the inspectors allowed this only in such cases where the women were clearly substandard (Gordon, J., op. cit. p. 279).

[24] New York State Employment Service, Division of the Handicapped, *How physically handicapped people find work, a manual of placement procedure,* N. Y., 1935, pp. 15, 16; Illinois State Employment Service, Service to the Handicapped, *The physically handicapped and the public employment service, a manual for interviewer,* Chicago, 1937, pp. 18-21.

[25] Kessler, H., *The crippled and disabled,* New York, 1935, pp. 130-31.

[26] National Recovery Administration, op. cit.

Evaluation and Recommendations

Evaluation

The program of granting special licenses to work at less than the officially set minimum wage to the substandard among the handicapped does fill a needed place in the governmental regulation of wages. There are safeguards present in both the legislative and administrative aspects of this licensing power to prevent its abuse both as a displacer of normal workers and as an exploiter of the disabled.

The minimum wage administrators have recognized, in general,[27] that special licenses should be issued, but they have, by the general rigor with which such licenses have been issued, prevented abuse.

Recommendations

It is recommended that the following proposals be given consideration in future special licensing programs:

1. That the State make up the difference between the substandard wage and the minimum wage to the end that the minimum standards of living found acceptable and necessary by official state bodies be attainable by all members of society. The monies could be obtained in part from the fines and other penalties for violation of this and other labor laws;

2. That substandardness in productivity be distinguished legally and administratively from the mere presence of a defect;

3. That specialists in the vocational adjustment of the disabled be called upon to assist in the determination of "substandardness" and that the recommendations of such specialists be accepted in cases where no objective records of the productive capacity of disabled workers are available. Such specialists can be found in the vocational rehabilitation services, the various state placement services, and in social and government agencies devoted to the blind, deaf, crippled, tuberculous, etc.;

4. That a follow-up system be initiated to guarantee that the conditions under which the license was issued be followed. Such a follow-up should cover wages, job, and continuing effect of the disability on productive capacity;

5. That adequate means be used to advertise the possibility of a special license. Among the means are inclusion of the announcement of the special license for handicapped workers in press notices, wage orders, communications with appropriate unions and employers' associations, wage hearings, placement offices, and digests of the law;

6. That the maximum proportion of substandard workers permitted any one establishment be based on the total number of workers under the particular minimum wage order in the establishment;

7. That all establishments, regardless of size of work force, be permitted a specified number of substandard workers;

8. That the substandard wage be set at a given proportion of the minimum wage so that a modicum of living standards will be guaranteed and so that the degree of "substandardness" will not have to be determined —a vague and subjective quality at best;

9. That the principle of a temporary permit for cases recovering from illness or injury be further recognized and used.

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[27] Oregon is the only State which does not issue licenses although empowered to do so by law.

THE STORY OF THE TALKING BOOK MACHINES IN THE DISTRICT OF COLUMBIA

By Adelia M. Hoyt

We knocked at the door; there was no response. From within came the sound of a voice, loud and clear; evidently some one was reading aloud. We knocked again, louder and more persistently. The voice ceased. Presently the door opened a little way, disclosing the head of an elderly gentleman, wearing a hearing device. "Who is it?" he inquired timidly. We gave our names, but there was no recognition. "We are friends of Mr. Frisbie," we added; still he hesitated. "The gentleman who brought you your Talking Book," we explained. Light broke over his face; the door opened wide—we were welcome. "Come in," he said cordially, "My wife is out, but she will be coming in soon."

The room we entered was scantily furnished but spotlessly clean. "Do you enjoy your Talking Books?" we asked. "Oh yes," was the quick reply, and he added, "It is all I have left, that and my radio." Presently the wife came in, and the conversation became general. After vainly trying to understand what we were saying, the old gentleman withdrew to the other room and to his beloved Talking Book. He was reading Zane Grey's *The Rainbow Trail*. From the wife we learned that they were entirely dependent on thirty dollars a month, which her husband received, this being the maximum blind grant for the District. Out of this must come rent, fuel, and food. "But we manage somehow," she said cheerfully, "friends are kind, and now that he has his Talking Books and radio, he is more contented. The first Saturday after he got his radio, he listened to a ball game, the first he had heard in years, and how he did enjoy it."

And he is only one of 320 users of the Talking Book machines in the District of Columbia. They are not all like Mr. B. Some are not so well off, others are in good homes, some are employed, many can read braille—but all find in the Talking Book a source of unending pleasure.

When the first books were recorded and a reproducing machine devised in the laboratories of the American Foundation for the Blind, some half dozen individuals in Washington purchased machines for their own use, but for the majority the price was prohibitive. Books could be borrowed from the libraries, but the machines could not. Miss Louise Moore, one of our enterprising blind women, was the first to attempt to remedy the situation. She succeeded in interesting one of our radio stations in making appeals for funds to purchase Talking Book machines, and as a result many were secured. This and other influences aroused public interest, and finally a gift committee was organized under the chairmanship of Mrs. George Dern, wife of the then Secretary of War. This committee was made up of prominent women representing the Army, Navy, Junior League, American Legion Auxiliary, American Red Cross, Catholic and Jewish groups. These set about raising money, and as a result more than one hundred machines were purchased. It was then that the District of Columbia Association of Workers for the Blind ap-

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Editor's Note—One thousand additional Talking Book machines are now being made on the WPA project for distribution to the blind. Any person who wishes to receive a machine or wishes a friend to receive one should write to the State Commission (or Division) for the Blind in his state. In states which have no commission for the blind, those who want machines should write to the American Foundation for the Blind for information as to where to apply for them.

pointed its first Talking Book Committee, and to it was given the responsibility of placing these gift machines. When quantities of them were manufactured on a WPA project sponsored by the Library of Congress and supervised by the American Foundation for the Blind, the Library of Congress undertook to distribute these machines to the various states according to their blind population. Our Committee was asked to be the distributing agency for the District of Columbia, and as such it has continued to function.

The work of our Talking Book Committee is entirely a volunteer service, and consists not only in placing new machines but in caring for all those in use in the District. While the Committee can make minor repairs and adjustments, the service of an expert mechanic is frequently needed. Occasionally, machines or parts have to be returned to the factory, and all this entails considerable expense. When in a position to do so, the user of a machine pays for all such outlay, but for many this would be a real hardship. For some time the money for this purpose was supplied by small appropriations from the Association treasury, donations from members and friends. Last year an entertainment was given which netted over $150, and with this a Talking Book Fund was established. Recently, it was voted to authorize the Committee to draw on this fund, at its discretion, for the repair of certain radios. The Committee has been greatly assisted in its work by members of the Alpha Delta Sigma Phi, a volunteer fraternity of young business men. These have acted as guides, furnished considerable transportation and helped in many other ways.

The following items are taken from the Annual Report for 1938-1939, submitted by the Chairman of our Committee, Mr. B. L. Frisbie, one of our ablest blind men, whose devotion and untiring efforts have made it possible for us to have one of the largest collections of Talking Book machines (in proportion to the blind population) of any place in the country:

Approximate number of calls	412
Machines loaned (including temporary loans)	79
Radios distributed (gifts from Cheerio Radio Fund, American Foundation, friends)	8
Machines repaired by committee or paid expert	89

(This includes parts changed in government machines for which no charge has been made: Motors 9, Pick-up arms 11, Amplification units 7. Other parts which were replaced by our repair man include: Pick-up arms 9, Tone controls 2, Volume control and switch 3, Antennae coil 1, Condensers 4, etc. Six machines were sent to New York for complete overhauling.)

Total expenditures	$78.13
Total number of machines in service	320

The District of Columbia Association of Workers for the Blind is proud to have a part in a work which brings so much of happiness to our people. During the year, there is a certain amount of turnover as machines are relinquished because of death, removal from the city or other reasons. There is always a waiting list, and the recalled machines are soon re-allocated. Whenever a new reader is discovered, and a machine loaned, he is immediately put in touch with our home teachers, and if at all possible, he is urged to learn braille. We believe that the two methods of reading go hand in hand, and that only by using both can we have the full advantage of the privileges now available to us in the realm of books.

SUGGESTIONS FOR SECURING LEGAL AID FOR THE BLIND

By C. LaVerne Roberts

Having been at one time a home teacher, and being now a practicing attorney, I shall attempt in the following paragraphs, to offer some suggestions which may be of assistance to the social worker and home teacher confronted with a situation where a client is in need of legal advice or assistance.

Obviously, in cities like Detroit, Cleveland, Chicago, or New York, with their well-staffed legal aid bureaus, affiliated with Social Work councils, this is an easy matter. But the need of legal assistance is often just as great, and many times even greater, in the smaller cities and towns, and in the rural areas. There is an all too prevalent belief that legal service is expensive, and a too frequent tendency on the part of workers for the blind, and other social work groups as well, to try to "get through somehow" and trust to luck that everything will come out all right in the end.

There is scarcely any phase of human existence which law does not touch. Domestic difficulties, troubles over property, a matter of unpaid rent, a too hastily made purchase—all these things can lead to legal trouble. Poor advice often leaves the client in a worse position than before. The old maxim that "ignorance of the law excuses no one" is only too true.

In Michigan we are carrying out what we believe is a workable solution of this problem. As in some other states, the Legislature has provided us only one field worker—Mr. Fred McGill, our State Supervisor of Employment for the Blind. With Mr. McGill acting as intermediary, I do all I can by interviews with him, and by correspondence, to advise his clients as to the best way to proceed in a given case. It may be a difficulty over a local canvassers' ordinance; an accident; the liability of a seller of merchanise, etc. But before we developed our plan, we had a long talk, and I endeavored to familiarize him with the essential things to look for in a legal dispute or controversy. After Mr. McGill has given me the background of the case, I am then in a much better position to correspond directly with the blind person in difficulty.

If I find that the particular individual requires Court service in his own community, and it is too far away for me to attend to it, I can then endeavor to secure the services of some local attorney.

Let me cite a case in point. An elderly sightless lady in one of our nearby Michigan cities had recently lost her husband. Unfortunately, the husband had forgotten to make a will although he had, in his lifetime, verbally promised on several occasions to leave the property to his wife. The property was not held jointly. Under our state law, a widow has a right to the full use of her deceased husband's property for a period of time. The children of the deceased husband by his first marriage were trying to eject the widow from the premises, and had even represented to her that she had no dower right, (a third interest in the premises). By these misrepresentations they were endeavoring to persuade her to sign away her rights for fifty dollars. I advised her as to how to proceed, and eventually secured a local attorney to handle the Probate Court work for a nominal sum.

More harm is done by well intentioned laymen than this world dreams of. About twenty miles from here, a few years ago, we had the

instance of a Justice of the Peace, who, to accommodate a friend, drew a deed, "just so (as he put it later when the difficulty reached Court) I could save Tom the two bucks I knew a city lawyer would charge him." The well-meaning Justice made a little mistake in that deed, as a result of which he conveyed several rods of State highway and park land, and it cost the bargain-hunter more than one hundred dollars to untangle himself from the situation.

Many of our blind people cannot pay anything for legal advice, and it is with their interests in mind, that I offer these suggestions. Get in touch with some lawyer you know personally. If not, put your problem up to your local Judge and ask him to refer you to some socially minded local attorney. You will find members of the Bar just as willing to help, as doctors and nurses are. Go to see the lawyer you have selected and tell him about your work. Get him interested. He will work for you ten times more efficiently because it means something to him. Instead of viewing your problem as just another social case work problem which he feels he should take as a duty to the community, he will see your problems in the light of Tom Smith and Mary Jones,—not as abstract cases, but as distinct personalities. Tell him you would, on occasion, like to consult him regarding various things, both little and great, affecting the lives of your clients.

In selecting your lawyer, try to get one who is already on the boards and committees of various community enterprises. Often the busiest men are the ones who will do the most for you.

Encourage your lawyer to give you his viewpoint. That will enable you better to evaluate your client's particular problem.

Members of the Bar, along with social case workers, are engaged in a profession, not a business. It will pay you to get acquainted with them.

C. Laverne Roberts.

SUCCESS NOTES

Jacobus ten Broek, blind law graduate of the University of California was awarded the Brandeis Research Fellowship at Harvard Law School for 1939-40. This honor results from a series of articles by Mr. ten Broek on constitutional law which were published in the *California Law Review*. After a distinguished student career leading to the degrees of A.B., A.M., and LL.B. at the University of California, Mr. ten Broek was a teaching assistant in the department of political science there until his appointment to the Harvard fellowship.

COMMUNITY FUND HONORS MRS. PALMER

The Community Fund Distinguished Service Award was presented on November 22 to Mrs. Eva Brewer Palmer, Executive Secretary of the Cleveland Society for the Blind, for "promoting the interests of the blind in Cleveland." The award was presented to Mrs. Palmer by Percy W. Brown, General Chairman of the Fund.

INDIANA RESTORES SIGHT

In the *Quarterly Statistical Survey* for the third quarter of 1939, the Indiana State Department of Public Welfare reports as follows:

> On September 30, 1939, the last day of the quarter, there were 165 persons receiving treatment under the section of the Welfare Act of 1936 which makes provision for temporary assistance to individuals who are in need of treatment, either to prevent blindness or to restore eyesight, whether or not the individual is blind as defined in the Act, if he is otherwise qualified for assistance. This represents an increase of more than 100 per cent over the number of individuals receiving eye treatment on June 30.

NEW MAINE AGENCY

The Penobscot County Association for the Blind has recently been organized, with headquarters at Bangor, Maine. The president is Mr. Warren J. Moulton. This is the second county association for the blind to be formed in Maine, the first agency of that type being the Androscoggin County Association for the Blind which was established about a year earlier with headquarters in Lewiston.

NATIONAL INDUSTRIES FOR THE BLIND

It is now a year since government purchases of blind-made products under the Wagner-O'Day Act was begun, and the total amount of business for 1939 was encouragingly large.

National Industries for the Blind, the distributing agency for government orders reports the following orders allocated to the thirty-five participating workshops: 46,461 deck swabs, 282 sanitary swabs, 124,061 whisk brooms, 1,288,868 pillow cases, 5,905 cocoa mats, 63,815 corn brooms, 475,534 lbs. of mops. The total value of this business in 1939 was over $400,000.00.

As of January 1, 1940, the following items were added to the list of products for which Federal government orders will be placed: Innerspring mattresses, felt mattresses, wall and ceiling mops, triangular mops, and short string mops.

In addition to its primary function, the distribution of orders from the Federal government, National Industries for the Blind, has recently undertaken a new activity, an attempt to develop sales of brooms, mops, and rubber mats to quantity consumers, such as railroads, steamship companies, large manufacturing concerns, etc. In this connection a descriptive catalogue and price list of standard items of merchandise is being prepared and a special salesman has been engaged.

The participating workshops have agreed to pay a small service charge (a percentage of gross sales) to defray part of the actual expenses incurred by National Industries for the Blind in developing markets, selling, etc.

Further information may be secured from Mr. C. C. Kleber, General Manager, National Industries for the Blind, 15 West 16th Street, New York, N. Y.

WAR SERVICE EXEMPTION

The British National Service Act of 1939 exempts from service in the armed forces of the Crown all persons registered as blind under the Blind Persons Acts of 1920 and 1938. Notification to the war service authorities that an individual is certified as blind automatically exempts him from service without further official procedures.

In the administration of a public assistance program, it is essential to determine whether minimum needs are being met. In this process of determination mere expenditures for assistance payments alone are not sufficient criteria. The provision of assistance for the purpose of offering security to the aged or to dependent children is not fulfilling its purpose when such aged recipients are forced to remain in unhappy living arrangements which they had previously been forced to accept; or when the dependent children are living in unwholesome surroundings. Adequate administration of assistance to the blind must include measures for preventative or restorative care as well as actual assistance payments. This is emphasized in a recent study of the 2,000 blind recipients which revealed that approximately five per cent of them would possibly benefit from medical care for restoration of sight. It is, therefore, apparent that a "sack of coal and a basket of groceries" will not solve the problem of providing adequate care for those in need.—WILLIAM H. MCCULLOUGH in the *Southwestern Social Science Quarterly,* March, 1939.

OUTLOOK
FOR THE BLIND
15 West 16th Street, New York City

Please send in promptly notice of change of address, giving both old and new; always state whether the change is temporary or permanent

SUBSCRIPTION PRICE $2.00 PER ANNUM

UNEMPLOYMENT BENEFITS FOR BLINDED WORKER

Struck blind after long employment as foreman in a manufacturing plant, a claimant was told he was not eligible for benefits under the Unemployment Insurance Law which requires that applicants must be employable. Backed by several employment experts and officers of the Social Welfare Department, the claimant filed an appeal with a referee who also decided against him. Carrying his case to the Unemployment Insurance Appeal Board he was awarded benefits by the Board, which, in an opinion written by Chairman John E. McGarry says:

The representative of the Social Welfare Department stated that the claimant is employable in shopwork or salesman work; that the department has made a number of placements in such work of blind persons with comparable training. In addition to saleswork, claimant has partially learned the braille system. The issue presented in this case is whether or not the claimant is capable of employment. After careful consideration of all the facts the board is of the opinion that claimant is capable of and available for employment. We believe that he has taken every step possible to rehabilitate himself and that there are opportunities for him in the labor market in the field in which his past experience fits him. The testimony of the Social Welfare Department that there are job opportunities for claimant supports our opinion and upholds the contention of the claimant that he is capable of employment.

In a prior case the Appeal Board laid down a rule with respect to handicapped persons as follows: "Capable of employment means capability of performing some work such as there may be a reasonable probability of obtaining."—*From the New York State Journal,* November 13, 1939.

WISCONSIN WORK REORGANIZED

A Division for the Adult Blind has been set up as one of the six major divisions of the recently organized Wisconsin State Department of Welfare. The new Division will include the home industries, and the Workshop for the Blind operated in Milwaukee, and also the home teaching and other activities formerly carried on by the State Agency for the Adult Blind in Janesville. The summer school for the adult blind will remain under the direction of the State School for the Blind in the State Department of Education, and aid to the needy blind will be administered by the Division of Public Assistance in the State Department of Welfare.

Mr. E. F. Costigan, formerly Manager of the workshop for the blind, has been made Director of the new Division, which will have its headquarters at 125 North Water Street, Milwaukee, Wisconsin.

Equality of opportunity does not mean *identity* of opportunity, because that would presuppose an equality of ability which does not in fact exist. . . . True equality of opportunity simply gives to every child the fullest chances to realize his potentialities and achieve the highest self-expression of which he is capable. He may turn out to be a statesman or a gardner, but society has made for him the best provision that can be made if it has enabled him to lead the life in which his native tastes and abilities are best expressed.—William Craig Smyser in the *Journal of the American Association of Collegiate Registrars,* January, 1940.

FOUNDATION ACTIVITIES

News notes of the current activities of the American Foundation for the Blind

NATIONAL CONFERENCE OF SOCIAL WORK

The National Conference of Social Work, according to an announcement by Howard Knight, Executive Secretary, has made the American Foundation for the Blind an Associate Group of the Conference. At the same meeting of the Board of Directors of the Conference, the National Society for the Prevention of Blindness was also made an Associate Group.

Plans have been worked out jointly by the Foundation and the National Society for a Program Advisory Committee to plan the meetings to be sponsored by these two groups at the 1940 National Conference of Social Work to be held in Grand Rapids, Michigan, in May. Louise Clevenger of the St. Paul Council of Social Agencies has accepted the chairmanship of this committee while C. Marion Kohn of the Philadelphia County Relief Board has become the vice-chairman who is responsible for planning the sessions sponsored by the Foundation. Assisting Miss Kohn are: Colonel E. A. Baker, General Secretary of the Canadian National Institute for the Blind; Josef G. Cauffman, Superintendent of the Michigan School for the Blind; Dr. Roma Sawyer Cheek, Executive Secretary of the North Carolina State Commission for the Blind; Calvin S. Glover, Executive Secretary of the Cincinnati Association for the Welfare of the Blind; Dr. Arlien Johnson, Director, Graduate School of Social Work, University of Southern California; George F. Meyer, Chief Executive Officer, New Jersey Commission for the Blind; Wilfred Reynolds, Executive Secretary of the Chicago Council of Social Agencies; Stetson K. Ryan, Executive Secretary, Connecticut State Board of Education of the Blind; and Dr. Ernest Witte, Director, Graduate School of Social Work, University of Washington.

This Committee met at the Foundation offices recently to make initial plans for the two sessions.

CAPTAIN BROWN MEDAL

The Captain Charles W. Brown Memorial Award Medal has been won for the second time by Frances Ruth Davidson. The award was made for excellence of scholarship in 1938-39 when Miss Davidson was enrolled at Carthage College, Carthage, Illinois. She is now a student in the Graduate School of Social Work of the University of Nebraska, where she is preparing herself to become a social worker, probably in the field of work with the blind.

The Captain Brown Medal is awarded each year to the Foundation scholarship student whose scholastic accomplishment is most outstanding. This is the first time it has ever been won twice by the same individual.

FIELD STUDIES

On the joint invitation of the Rhode Island Lions Clubs, the Rhode Island Association for the Blind, the State Department of Education, and the State Department of Welfare, members of the Foundation's Field Staff made a survey of resources for the blind in Rhode Island with recommendations for further development and co-ordination.

A similar study of resources for the blind in Chicago, Illinois, is now being made at the invitation of the Chicago Council of Social Agencies.

Members of the Foundation staff have also rendered field service during recent months in Pittsburgh, Pennsylvania; Bangor, Maine; and Tampa, Florida; and also to the New Jersey Commission for the Blind.

NECROLOGY

S. MERVYN SINCLAIR

The sudden death, on December 3, 1939, of Mr. S. Mervyn Sinclair (*See Frontispiece*), Executive Director of the Pennsylvania State Council for the Blind, came as a great shock to his family and many friends. His genial personality and wise counsel will be missed by workers for the blind.

Mr. Sinclair was born in Cedar Rapids, Iowa. His preparatory education was received in England and at the Hill School, Pottstown, Pennsylvania, and he graduated from Princeton University in 1906. For a number of years after leaving the University, Mr. Sinclair was identified with the Sinclair Packing Company, going into the coal business for himself in Williamsport, Pennsylvania in 1919.

Losing his sight in a hunting accident in 1922, Mr. Sinclair very soon was drafted into work for the blind in his state. Appointed to membership upon the newly created Pennsylvania State Council for the Blind by Governor Pinchot in 1925, he was elected chairman at the first meeting of the Council in March, 1926.

Immediately upon appointment, Mr. Sinclair began a very definite and persistent study of prevention of blindness, the education of the youthful blind, and work for the adult blind in the United States, and he made a similar study in England, Scotland, Ireland, and France while abroad in 1926.

Intimately connected with the development of the Council's program, his clear understanding of the State's problems and his fair-mindedness made him the natural choice for the position of Executive Director when a vacancy occurred in October, 1929, a position he held until his death.

The recognition he enjoyed as an authority in his field is evidenced by the fact that Mr. Sinclair was summoned to Washington by the Federal Commissioner of Education to discuss the procedures in the establishment of the Federal-State employment program for the blind under the Randolph-Sheppard Act and later sat with an advisory group in New York for the purpose of crystallizing the various suggestions and ideas advanced in Washington.

In co-operation with the American Foundation for the Blind, and the American Association of Workers for the Blind, Mr. Sinclair, as President of the national organization, the Association of State Associations and Commissions for the Blind, assisted in the initiation of amendments to the Wagner-Lewis Bill and the presentation of these suggested amendments to the United States Senate and Finance Committee. This resulted in the final incorporation in the Social Security Act of a provision, under Title X, for Federal participation in State programs of financial aid to needy blind persons.

Pursuant to this, he guided the State Legislature's revision of the Pension Act so that the provisions of the new Act would conform to the proposed requirements of the Federal Government under the Social Security Act. Pennsylvania's blind pension program was among the first to be approved by the Social Security Board and in consequence, Pennsylvania was one of the first states to receive Federal aid.

Although the course of events in Pennsylvania changed, and the state is not now enjoying Federal participation in its blind pension program, Mr. Sinclair should be given full recognition for his earnest efforts to secure financial aid for the blind of Pennsylvania.

Mr. Sinclair's keen appreciation of the fact that at least 75 per cent of all blindness is preventable inspired in him the desire to integrate the service contributions of the several State Departments, and the municipal and private agencies into the Council's gen-

eral program for the prevention of blindness and the conservation of vision.

The qualifications for prevention of blindness workers were raised; standards of opthalmic examinations of applicants for the blind pension were established and written into Pennsylvania's pension law; a program of pre-school vision testing was started which resulted in the organization of the first Squint Clinic in the Commonwealth; and the establishment of eye clinics in state-owned hospitals to provide eye care in rural sections of the state were among the accomplishments of the Council under Mr. Sinclair's leadership.

Mr. Sinclair was the first owner of a Seeing Eye guide dog in the state, having secured "Kara" in 1929, and, when he inaugurated the vending-stand program in 1933, a guide dog became an essential part of the equipment of many of the stand operators. Pennsylvania has led, and still leads, in the United States, in the number of men and women using Seeing Eye dog guides.

The following reply which Mr. Sinclair made to the question "Upon what does successful work among the blind depend?" typifies the high ideals and the objectives he held before him:

> First, upon an organization—experienced, vigilant, competently staffed. Second, upon individuals who support such organizations for the good of the community, and out of simple regard for others. Third, upon an informed public opinion, which knows that the blind man is not an object of public pity, but a human being—to be loved, trained to be self-supporting, educated, given medical treatment, and taught to live with himself and others cheerfully, intelligently, courageously!

MARY DRANGA CAMPBELL.

NEW LIBRARY HEAD

Mrs. Louise C. Roberts has been appointed Librarian of the Library for the Blind in the Cleveland Public Library to succeed Miss Annie E. Carson, who retired in July, 1939.

APPOINTMENTS

HARRY E. HAYES

The Kansas State Department of Social Welfare has announced the appointment of Mr. Harry E. Hayes as Supervisor of the Division for the Blind.

Mr. Hayes is a native of Kansas City, Kansas, and attended school there until 1930, when he entered the sophomore class of the University of Kansas at Lawrence. He received the degree of A.B. in 1933, majoring in sociology and immediately took a position as social worker in the Wyandotte County public welfare agency (Kansas City). From January, 1934, to December, 1935, he served as Case Supervisor in the Kansas Transient Service. During this period, however, he secured leave of absence to take advantage of a F.E.R.A. scholarship which enabled him to study in the George Warren Brown Department of Social Work, at Washington University, St. Louis. After the liquidation of the Transient Service, he did rural case work in an Iowa county under the Emergency Relief Administration in that state.

In September, 1937, Mr. Hayes accepted a position with the Topeka (Kansas) Provident Association directing a community service program for visually handicapped persons, in which capacity he remained until his present appointment in January of this year. During this period, he again secured leave of absence to attend the School of Social Service Administration of the University of Chicago for two terms.

Mr. Hayes' training, administrative experience, and knowledge of work with the blind combine to make him unusually well qualified for his new responsibilities, and workers with the blind will watch with interest and good wishes the developments in the Kansas program of services to the blind.

VOLUNTEER SERVICE

At the recent series of discussions for volunteers sponsored by the Greater New York Council of Agencies for the Blind, Mrs. Mary Child Draper, President of the Brooklyn Bureau of Charities, gave a stimulating paper on "What Volunteers Bring to an Agency." Highlights from Mrs. Draper's paper include the following:

I have been a volunteer in social work for many years, and I have seen all sorts and conditions of volunteers come and go. I remember many of them as actuated by the best of motives, including the people who wanted to give their time because they had very little money to give. Also I remember a good many whose motives were not very laudable. Some came with a self-righteous wish to do good to the poor, to make them see the light as they themselves saw it. It might be called the missionary spirit. Then there were the Lady Bountifuls, who dramatized themselves in that rôle. There were others, only a few, who were busy-bodies and came to the work with a gossipy curiosity to see the inside of peoples' lives and homes. Another group actually embraced the opportunity as a chance to advance themselves socially and "to get to know the right people." . . .

I was once in charge of interviewing the people who just dropped into the office of an agency and offered their services with no previous connection or knowledge of its work. There were only a few throughout the year, but at Christmas time they came thick and fast. They were driven by the emotional urge of the season to do something for others. Few of them proved useful, and two or three were decidedly mentally queer. I do not mean to imply that anyone who does a voluntary job is crazy, but call your attention to the possibility. . . .

The worst feature of these early volunteers was that they were dilettantes, thinking they could come when it was convenient, and that it was pretty noble of them to be interested at all. Professional workers suffered a good deal from this type of volunteering, and there was a time when volunteer workers were under a cloud. They were not respected by professionals, and were considered nuisances and time wasters.

In the last ten years there has been a great change in the attitude of both worker and volunteer. The professional realizes there are many things volunteers can do to supplement her work and is willing to be patient enough to train them. There has also been a change in the volunteers' attitude which has made them more useful. I believe this springs from a change in the motives that make them want to volunteer.

Now what are these modern motives? Most people come to an agency to volunteer because they have some spare time and want to use it profitably. In its simplest terms, they want something to do. People, women particularly, are not as ready as they used to be to fill in their time uselessly. It is difficult for people with part-time jobs—such as housewives and mothers—to find interesting work to fill in their other hours.

The sense of progressive accomplishment is necessary to the development of one's personality. Modern volunteers want a volunteer job to be challenging, interesting, and worth doing. The emphasis has shifted from doing for others to doing something for themselves, and it seems all to the good, not only for the agency and the volunteer, but for the people who are being helped.

Therefore I maintain that the volunteers whose motives might be called selfish are the ones most useful to the agency. They want to enlarge their horizon and broaden their point of view. They want to know their city and its resources. They are interested in knowing the kind of problems the people who live around them have to meet everyday. There is no better way to put one's own problems in proper perspective than to study the problems of other people. They are interested in the new scientific methods of dealing with people. By reading and listening they can open a whole new field for themselves. Incidentally, they may learn many things that will help them in their own relationships.

Volunteers with selfish motives are apt to be more dependable. Besides this, they do not expect to be coddled and thanked because they know they are getting more out of the work than they can put in.

For the sake of argument let's say that the motive of doing for others has been replaced by

one of enlightened self-interest. I do not maintain that there is no good in the do for others motive. However, it has been mauled about so much by the psycho-analysts that we are bound to be distrustful of it. The motive of doing something for your own self-development has a firmer basis. Building on this firm basis, the volunteer will do better work, and in the long run the client will be benefitted.

The Lions Clubs of Rhode Island have recently taken an active part in having a state survey made of the programs of public and private agencies serving the blind. Dr. Frank P. Duffy, a member of the board of directors of Lions International, serves as chairman of the committee directing the activities of the Lions Clubs of the state in work for the blind. Dr. Duffy was among the seven citizens named by Governor William H. Vanderbilt to the Rhode Island Committee on Blindness which sponsored the survey work done by two field representatives of the American Foundation for the Blind. Chosen as secretary of the Rhode Island Committee on Blindness, Dr. Duffy took an active part in the survey work which began November 20 and was concluded January 10.

Other activities of Lions Clubs reported in the January issue of *The Lion* include: The promotion of "Broomtown Brooms" manufactured by two blind men of Tulsa, Oklahoma; the providing of transportation and tickets for twenty-five blind people to attend the Richmond, Indiana, concert of Alec Templeton. Also the Bay City, Michigan, Club sponsored a concert to raise funds to buy a Lions Leader dog for one of the blind citizens of that community.

"Things Learned from Blind Children" is the title of a most interesting article which many volunteers will want to read in the January issue of the *Red Cross Courier*. Ruth Evelyn Henderson, educational assistant to the National Director, Junior Red Cross, tells in this story how juniors in the Red Cross movement can come to know children attending residential schools for the blind and how this can be done so as to be mutually helpful. The Virginia School for the Blind and the Pennsylvania Institution for the Instruction of the Blind are featured in the story.

One of the volunteer workers in the Production Department of the New York Chapter of the American Red Cross has organized a Knitting Bee for war relief work, according to Mrs. Donald M. Forgan. Of the fifty women who are members, twelve are blind. They have been recruited from the "Lighthouse." Knitting instructions have been transcribed into braille for them by the Braille Service of the New York Chapter, American Red Cross.

Volunteers who are especially interested in helping to develop good public relations for their agency, will want to secure a copy of *How to Plan a Public Relations Program,* by Mary Swain Routzahn, issued by the Social Work Publicity Council, 130 East 22nd St., New York. The price of a single copy is fifty cents. Presidents of boards who wish to secure a copy for each member of their boards, may obtain a special quantity rate by writing to the Council.

Another article which will be of interest to volunteers is "Personality Development Through a Social Program at the Virginia School for the Blind" in the January issue of *The Teachers Forum*. The use of groups of volunteers—Girl Reserves, members of the YWCA and the YMCA—is recounted in this article by Dorothy O. Post who, in addition to her teaching duties at the Virginia School for the Blind, serves as girls' counselor and is actively interested in the social program.

MacEnnis Moore

BULLETIN BOARD

News items from agencies for the blind in all parts of the country are desired for these pages. All manuscripts should be in the Editor's hands four weeks before the date of publication.

Division for the Blind (Washington).—On October 1, 1939, the Washington State Department of Social Security, Division for the Blind, announced through its Supervisor, Gwen Hardin, the addition to its staff of Ruth E. Douglass as Medical Eye Social Worker. Miss Douglass graduated from Simmons College, School of Social Work in 1934 and completed her work for the Master of Arts degree at the University of Chicago School of Social Service Administration in 1939. From 1934 to 1938 she held the position of social worker at Perkins Institution and Massachusetts School for the Blind. Miss Douglass will have charge of the program for Prevention of Blindness and Conservation of Vision and will act as Consultant for the counties. Her services are available to county health officers and county nurses in connection with eye care and conservation of vision. Treatment and surgery are being carried out as heretofore. In co-operation with the State Department of Education, State Planning Council, and State Department of Health, plans are in progress for greater focus on education. The paramount aim is to stress, both with the general public and professional groups, an awareness of what eye health means and an alertness to symptoms of eye disorder and attending correction.

Mobile Association for the Blind.—Mobile is expected in the near future to adopt the use of white canes for the blind. Two dozen have been given to the Association by the Lions Club. An ordinance is now being drawn up, and full publicity will be given to it in the local papers. . . The Community Chest of Mobile, upon the request of the Mobile Council of Social Agencies, has engaged a trained case worker to serve all the agencies affiliated with the Chest in investigating cases of children who need social adjustment. . . A W.P.A. Braille Transcribing project has been started in Mobile, sponsored by the Lions Club. The Government has appropriated $55,000 for this project, and two blind persons are now engaged in teaching sighted people to write braille. Another blind girl will soon be engaged. . . A young lawyer has recently secured a Seeing Eye dog, which he is using in connection with his work, and a young woman has been accepted as a trainee at The Seeing Eye. She plans to use her dog while attending business college for a secretarial course.

Toledo Society for the Blind.—The visiting housekeepers, a W.P.A. project, are rendering a valuable service to blind housekeepers who are ill or live alone. These housekeepers go into homes and give several days work a week doing laundry, cooking, and cleaning. This is a temporary service for three weeks, and if it is required for a longer period a new certification has to be made. . . Some of the blind women are making comforters from felt pieces donated by a friend of the Society. The comforters are for the use of needy families who lack sufficient covering.

West Virginia Schools for the Deaf and the Blind.—Miss Ruth Drinkworth, who served the School for twenty-four years, resigned her position in January. Miss Cora Doe, of Milton, Massachusetts, will take her place, assuming most of the voice and choral work. Miss Doe studied the Harvard-Perkins course to teach the blind. . . Miss Margielea Stonestreet, who was librarian and part-time teacher, has now a full schedule of duty as librarian and teacher. . . The School has 124 students enrolled, the highest enrollment in the history of the school. All of the new pupils and some of the old students were examined, and several were provided with glasses. . . The School choral club will be provided with robes in the school colors, and a rhythm band has been organized for the younger children, and they are also being provided with uniforms.

South Dakota Association of Workers for the Blind.—The Association will hold its biennial meeting at the State School for the Blind at Gary on May 16 and 17.

New York Institute for the Education of the Blind.—The chorus of the Institute, directed by Noel Kempton, made its public debut on Saturday

evening, February 10 in Town Hall when it appeared in a benefit concert sponsored by the Institute with Lauritz Melchoir, heroic tenor of the Metropolitan Opera Company, as guest soloist. The chorus is composed of thirty-six mixed voices ranging in age from fourteen to twenty-one years, and has been singing together for about four years. It has been trained by rote as well as by the braille music system. . . . Dr. Frampton, Principal of the Institute, spent five weeks in South America to help the National Committee of the Blind in Argentine plan its program for the education of the blind and the conservation of vision. This was Dr. Frampton's second visit in the interest of this work.

San Antonio Association for the Blind.—Mrs. Nell Dawson has been appointed Supervisor, with Mrs. Dorothy Graeter as Assistant Supervisor, and Mrs. Marianna C. Webb as Home Teacher. . . A branch Lighthouse was opened for the negro blind at 220 Chestnut Street last August. A negro supervisor is in charge. The supervisor was assigned by the Emergency Education Department of W.P.A., and a braille teacher was also assigned to the Lighthouse. . . Through the National Industries for the Blind, the Association has received orders for 60,000 pillow cases to be made for the Government. An order to make porch mats out of old tires for the J. C. Penny Co. stores was also received. The Association has assembled and delivered over 500 mats to the various Sears Roebuck Co. stores in the southwestern part of the country.

Arkansas State Department of Public Welfare.—A number of new programs were started in the Department by the Commissioner. The most outstanding probably was that of trachoma control, under which 200 persons have been placed under treatment for the disease and under which five clinics have been held in northern Arkansas. . . Three vending stands have been established for blind employes in Little Rock, Jonesboro, and Walnut Ridge. All three operators were taken from the Aid to Blind rolls and have become self-supporting. . . Employment was found for one blind girl. . . Fifty Talking Book machines have been placed with blind persons in the state since July, bringing the total of such machines in use to 150. The Department also is responsible for servicing and repairing these machines, and since July, twenty machines have been repaired.

Grand Rapids Association for the Blind and for Sight Conservation.—Holiday activities for the blind included a series of parties during the week between Christmas and New Year's Day, at which Miss Roberta Griffith, the Executive Secretary of the Association, was hostess. Various volunteer groups in Grand Rapids co-operated in contributing gifts for the blind guests and Alpha Sigma Pi provided carol singers.

Montana School for the Deaf and Blind.—The quarterly meeting of the State Board of Education was held in Helena on December 11. When Mr. Peterson's printed report was presented, several members of the Board commented on the work done by the printing students. . . . The girls in the blind department were presented with a new combination radio and phonograph. . . . Among the recent visitors to the School were Mr. William T. Cowan, who succeeded Judge E. C. Carruth as a member of the State Board of Education, and Mr. George V. Finley, State High School Inspector.

Perkins Institution.—The Howe Memorial exercises, held recently, were made memorable by the presence of Mrs. Maud Howe Elliott, the daughter of Samual Gridley Howe and Julia Ward Howe. Attending with Mrs. Elliott was Mrs. Larz Anderson, who graciously read some of her poems. Mr. Henry H. Richards, grandson of the first Director, brought a greeting from his mother, Mrs. Laura E. Richards, sister of Mrs. Elliott, while his wife, Mrs. Richards, gave a talk on gardening. . . Anagnos Day exercises in memory of the second Director were held at the Lower School on the morning of November 7. Dr. Edward E. Allen, the third Director, spoke briefly, while the children paid their tribute by placing flowers before the bust of Michael Anagnos. . . . *Once There Was a Princess,* a play in three acts, was presented by the girls of the Senior Class. For the first time the male parts in the play were taken by men recruited from the faculty and Harvard Class.

New York Association for the Blind.—Mrs. William W. Hoppin, Chairman of the Lighthouse Players Advisory Committee, announced today that nearly two hundred prominent society women will serve as sponsors of the fourteenth annual benefit performance of the Lighthouse Players to be presented at the Lighthouse Little Theatre on March 13 and 14.

NOTES FROM THE FOUNDATION LIBRARY

The items mentioned on this page may be borrowed without charge from the Reference Lending Library of the American Foundation for the Blind

"Saints and Sufferers" in *The Forum* for September, 1939, is an anonymous article discussing the attitude of handicapped persons towards life and the attitude of the public towards them. It begins, "If more people realized that a halo is an encumbrance more awkward than a pair of crutches, the problem of the physically handicapped would be simplified."

A pamphlet, *Report on Experimental Work with Joan Higgins,* is published as a reprint of the 1937 Annual Report of the Illinois Department of Public Welfare. This work of training a deaf-blind child is done under the direction of Dr. Robert H. Gault, Director-General of the American Institute for the Deaf-Blind. The text of the pamphlet is written by Tertia Hart and deals with sensory-motor and speech training as well as with training in the home.

"Further Progress of Joan Higgins, Deaf-Blind Child," by Tertia Hart and Isaac Bracket, with an introduction by Dr. Robert H. Gault, is issued as a reprint from the *Welfare Bulletin* of July and August-September, 1937. This pamphlet represents a summary of the complete report found in the Annual Report of the Illinois Department of Public Welfare.

In its department, Fraternity Projects, *The Anchora* of Delta Gamma has had two articles on the blind this year. The May issue contains "The History of Braille" by Martha Meserole Brian, a survey of the development of raised printing for the blind. In the November issue is found, "Recreation for the Blind," by Ruth Snyder Morris suggesting various ways in which the Chapters can be of service.

The sculptress Malvina Hoffman in her latest book *Sculpture Inside and Out* tells of a visit made to her studio by Dr. Helen Keller, who took great delight in handling some of the statues in the room and was able to recognize many of them through her sense of touch.

"Outwitting Handicaps" for Sept.-Oct. 1939 in the article *The Blind Start New American Industry* describes the new venture of making fishing creels started among the blind in Denver, Colo.

The Journal of Exceptional Children for November, 1939, in its News and Comments section contains the article, "Children Should Go to School," by Mrs. N. M. G. Prange. Besides some general statements in regard to education of blind children this article is mainly a description of the Orlando Course in Reading Braille.

In the November, 1939, issue of *The Journal of Exceptional Children* is also found the article, "Co-operation of the Board of Education and the Department of Health in the Care of the Handicapped Child," by Joseph G. Molner. The major objectives in a school health service program are outlined, including the duties of the ophthalmologist within whose province it falls to decide whether a child should be placed in a braille or in a sight-saving class.

In *The Crippled Child* for October, 1939, is found the article, "Invalid Cooperatives in the U.S.S.R." by Information Bureau VOKX. Among the cooperative systems described there is one in which about 5,000 blind persons are actively organized in special artels.

HELGA LENDE.

BOOK NEWS

I Begin Again, by *Alice Bretz*. Whittlesey House, McGraw-Hill Book Company, New York, N. Y. 1940. 201 pp. $1.75.

It was once said of a famous scientist that he knew all that could be known about ants without being an ant. It is highly possible that specialists in work for the blind have much the same vast knowledge on their subject, with a similar reservation. It is, after all, the people who are blind themselves who can lead not only the blind, but sighted workers for the blind into a fuller understanding.

Alice Bretz's book, *I Begin Again,* which has just been published, sheds a penetrating light on the whole problem of blindness in adult life. She might well have called the book "Inside Blindness." Her story is that of a normal married woman who filled her active life with varied work and varied interests. Suddenly, and without that warning which might have set the machinery of self-adjustment in motion, she lost her sight as the result of thyroid poisoning. Instead of being numbed into dependence, she set herself to the task of beginning again. With unusual detachment she determined to continue her active life despite the handicap which blindness precipitated.

In *I Begin Again,* she sets down clearly the steps by which she attained her objective, so that the general public and professional workers with the blind can follow the processes of readjustment—emotional, mental, and physical. Clearly, too, they can trace the development of the author's philosophy which turned an autobiography that might have ended in tragedy, into a success story. Readers of the book will discover in fact that Alice Bretz in a sense had to begin again twice. At the time of her sudden blindness, her husband, a practicing physician, was at hand to help her, but that husband died before his wife has passed through more than the initial phases of her adventures in the dark. She now was faced with the necessity of beginning again, alone. All readers will follow with absorbed interest the details of her struggle for independence. From the outset she was determined to rely on herself and on her own effort to the utmost.

How can a blind person, unaided, run her own apartment in New York City? How can she do her cleaning and dusting? How can she cook her own meals? How can she, on limited means, enjoy a varied social life? In *I Begin Again* Alice Bretz answers all these questions and more, with a pungency of prose that will make the reader chuckle. Despite the seriousness of its theme, the book radiates good humor, and this is one of the qualities which will win for it a place in the hearts of the general reading public.

A year or so ago a metropolitan newspaper interviewed Mrs. Bretz and published a series of three feature articles on her life after dark. The linotype operator of that great paper who, day in and day out, sets in type stories which run the whole emotional gamut, turned to the reporter who had written the articles and said: "This is the most interesting story I have ever set up."

The point here is that the book is of unusual interest and value to specialists in the field. It will give them inside information on the feelings of the normal adult person faced with the problem of blindness. In this way it will enable them the better to help such persons over the first shock and into the initial phases of their readjustment. It provides an example of what one such person has done which will encourage and inspire any others who find themselves in her position. The philosophy she worked out for herself, though definitely personal, has in its realism and in its highly pragmatic qualities, virtues that can well be held up for emulation.

F. Fraser Bond

OUR CONTRIBUTORS

F. Fraser Bond, a former member of the staff of the New York Times and a former professor of journalism at Columbia University, is the author of a number of books.

Mary Dranga Campbell, now associated with the Seeing Eye, was the first Executive Director of the Pennsylvania State Council for the Blind, and has held executive positions in several other state and private agencies for the blind.

Adelia M. Hoyt joined the staff of the Service for the Blind of the Library of Congress in 1913, and in 1925 added to her responsibilities there the duties of Director of Braille for the American National Red Cross. Since her retirement in 1938, she has continued to live in Washington and takes an active part in organizations for the welfare of the blind.

George Lavos is a research fellow at the New York Institute for the Education of the Blind.

C. LaVerne Roberts, who graduated from the Michigan School for the Blind and Michigan State College, is practicing law in Lansing, Michigan.

Amal Shah, D.S.M., grandson of the Founder of the Calcutta Blind School, is studying at Teachers College, Columbia University, and will soon return to India to carry on work with the blind.

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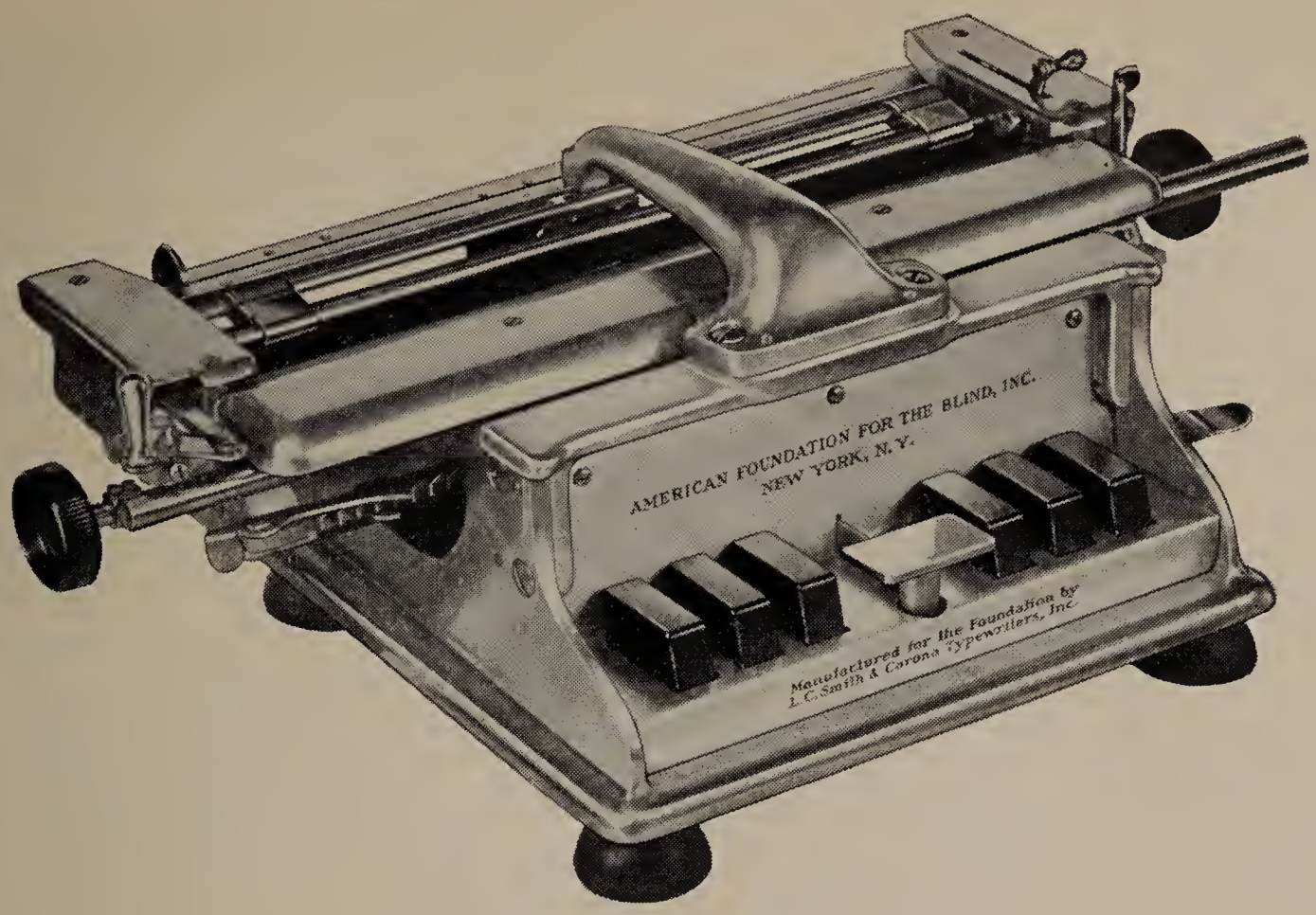

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U-17 Console radio-phonograph combination, modernistic style walnut cabinet, with 12″ high fidelity loudspeaker (A.C. & D.C.) contains 7 tube radio set, foreign short waves and broadcast band. Size 35½ x 22½ x 14½″*.....$100.00

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THE "INTERPRETATIONS" OF STANDARD ENGLISH BRAILLE

By Madeleine Seymour Loomis

There are current today many comments and discussions about the various "interpretations" of the rules of Standard English Braille. (By Standard English Braille is meant Grades I and II; Grade One and a Half Braille is not part of it.) One finds Standard English Braille written in many forms, and, for this reason, the assumption is made that the rules are vague and subject to divers "interpretations." With the exception of Rule 34, all of the rules were clear; they do not in all cases cover unusual and infrequent problems that may arise, but the rules that exist and the ground they cover are very clear and to the point.

Rule 34 was ambiguous; there is no one who will dispute that fact. Its ambiguity was intentional and was the means of effecting a uniform type for the English-speaking countries. To answer questions which arose in regard to the new system, a committee of five members was appointed. This committee, which afterwards became known as the American Braille Commission, consisted of two members appointed by the American Association of Workers for the Blind, two appointed by the American Association of Instructors of the Blind, and one by the American Foundation for the Blind. The Commission was given authority to act in behalf of these agencies in the maintenance of a standard braille code, provided that the *Key to Standard English Braille* was not altered or revised.

Rule 34 which was causing the most confusion and lack of uniformity in the writing of embossed books is as follows:

> Contractions forming parts of words should not be used when they are likely to lead to obscurity in recognition or pronunciation, and therefore they should not overlap well-defined syllable divisions. Word signs should be used sparingly in the middle of words unless they form distinct syllables. Special care should be taken to avoid undue contraction of words of

relatively infrequent occurrence. (See Appendix B.)

When words are divided at the end of a line, the division must be at the end of a syllable.

NOTE—The Double Letter Signs are not considered to lead to obscurity because they retain their original letter form.

This rule is quoted more often than any other, but, in the quoting of it the "See Appendix B" and "Note" are generally, if not always, omitted. This omission calls to mind the famous author who once said, "I care not if you read in public every letter I have ever written *provided* you read *all* of the letter."

This Appendix B is headed "Supplement to Rule 34" and shows examples illustrating preferred usage of contractions. In the examples is the word *towards* which is divided *to-wards* in Webster's Dictionary—the authority used for syllable division. *Towards* is written with the contraction *ow* and the word *underived* contains the contraction *er*. This supplement also gives other examples of contractions being used to overlap syllable divisions, such as *one* being contracted in the words *money* and *honest*.

Rule 34 is the best known rule by number, but is is only one of the many rules contained in the *Key*. Rule 24 is also included in the official rules of Standard English Braille. This latter rule states:

The contraction for *ea*, dot 2, may be used only when these letters occur between two letters (or contractions) of the same word in one line—it may never begin or end a word. It should always be used in preference to *ar* in such words as *hear, dearth,* etc. It should not be employed where the letters *e* and *a* belong to separate well-defined syllables as in *react, readdress, preamble,* but it would be permissible in *realize*. See Rule 34.

This above rule very plainly shows that the term "well-defined" does not apply to *all* syllable divisions, for it distinctly states that the contraction *ea* is permissible in *realize* which is divided *re-al-ize* with the accent on the first syllable. One must admit that, although the rule needed further amplification, there can be no doubt that contractions may be used to overlap syllable divisions and that full syllabication is not a justifiable "interpretation."

To further emphasize that fact that the rules of Standard English Braille do not permit a legitimate interpretation of full syllabication, there is also Rule 35. This rule states:

If the same space is saved, simple contractions are better than two-celled word signs, e.g. "haddock" not **had**dock.

This gives the preference to the contraction which overlaps the syllable division, for the word is divided *had-dock*.

Even before the American Braille Commission met and issued its decisions, it was perfectly clear that Standard English Braille did not include full syllabication. After the second meeting the Commission issued the following: "It was found that the simple rule observed in printing Grade One and a Half, that no contraction should overlap a syllable division, could not be practically applied to Grade II for various reasons, one of which was the fact that many contractions peculiar to Grade II such as *ally, ity, ation* contained more than one syllable." The contractions *ever, under, character, many,* and some others also contain more than one syllable and the supplement to Rule 34 shows that the contraction *ever* should be used in *clever* and *several* and *under* in *thunder*. The double letter signs *bb, cc, dd, ff* and *gg* would also be practically unused with the adoption of syllabication—these contractions may not begin nor end a word but are used between other letters or contractions. These contractions, therefore, overlap syllable divisions the greater part of the time as in *accent, abbey, waffle, giggle, muffin, hidden, rubbish, rubber, robber,* etc. Since Rule 34 also states that "double letter signs are not considered to lead to obscurity because they retain their original letter

form" their use in these words is correct. Here again Rule 34 very definitely shows that contractions may overlap syllable divisions.

In their additional decisions, the Commission made one or two rulings which conflicted with the already existing rules. These were dropped so that practically all its decisions—and the Commission was officially appointed to make them—are used in the correct writing of Standard English Braille. Its additional decisions in regard to Rule 34 appeared in the form of a word list with comments giving the policies on which the decisions were based. It is this list that is used by the Project, Books for the Adult Blind, and it does not, as many people imagine, represent the policies and decisions of any one person.

There are, undoubtedly, many people who would like to see full syllabication a part of Standard English Braille. One has a perfect right to wish it, but one is not justified in offering it as an interpretation of the rules of Standard English Braille. With syllabication the following facts must be faced. The contractions *ation, ity, ever, under, many* and *ally* would automatically go out of the system. The double letter signs *bb, cc, dd, ff, gg* would appear in only a few words as *odds, muffs, ebbs, eggs, ruffs,* etc. Many other rules would have to be redrafted and, in this redrafting, various other problems would arise. How about the contractions for *father* and *mother?* Would they be permissible in *fatherland* and *motherly?* If *under* would be permissible in *underneath,* would it also be allowed in *thunder?*[1]

But is syllabication as necessary or important as some would have us believe? Here are facts which the reader can check for himself—facts which the average advocate of full syllabication for Standard English Braille may not realize. All words are divided in the dictionaries—but not always in the same way—yet in setting type for letter-press books printers do not divide words in groups of syllables; the word is treated as a unit, and only at the end of a line in the case of divided words does syllabication become noticeable. In inkprint books, words divided at the ends of lines are divided according to syllables; the same is done in braille. A word, in braille, must always be divided according to syllable at the end of a line; any deviation from this rule is the fault of the stereotyper or writer and not of the rules themselves.

In Webster's *Dictionary* (ink edition) the word *difference* is shown as being *dif'fer-ence* and the definition is given as "state, quality, or measure of being different or unlike." In the definition the word *different* is set in type like the one shown here. In other words, although the dictionary shows that the division is between the two f's and the accent falls on the first syllable, it appears in a type (inkprint) that joins the letters and distinctly overlaps the syllable division. Still another type shows the letters *ſt* joined, and this method is employed even though it overlaps syllable divisions as in domeſtic, cuſtoms and diſtrict. *Ct* is also used to overlap syllable divisions as in inſpector and collectors—this combination of letters is not, however, a Braille contraction.[2]

Lexicographers do not agree on syllable division, another thing which makes the value of full syllabication questionable. The table below shows the way various words are given in the different dictionaries:

Webster 1936	Webster 1938	Funk and Wagnalls	Oxford
li-bra-ry	li-brar-y[a]	li-bra-ry	lib'rary
ev-er-y	ev-er-y	eve-ry	ev'ery
va-ri-ous	var-i-ous[a]	va-ri-ous	var'ious
con-ven-ience	con-ven-ience	con-ve-nience	conven'ience
Jan-u-a-ry	Jan-u-ar-y[a]	Jan-u-a-ry	Jan'uary
hi-la-ri-ous	hi-lar-i-ous[a]	hi-la-ri-ous	hilar'ious

a This change in which the *ar* appears in the same syllable instead of different syllables has been made in a very large number of words.

[1] The supplement to Rule 34 shows that the preferred use of contractions permits the contraction *under* in *thunder* and *undertake* but not in *underived.*

[2] Type taken from the U. S. Customs' pamphlet printed in the United States.

The extent to which the syllable divisions vary is further evidenced by a paragraph which appeared in a Red Cross *Manual* in 1925 when Funk and Wagnalls' Dictionary was the authority used for syllabication in Grade One and a Half. The *Manual* stated:

> While the division of words given in any standard dictionary is accepted, *proof-readers* follow Funk and Wagnalls' *New Standard Dictionary* (unabridged) and Funk and Wagnalls' *Desk Standard Dictionary* (price $2.25 to $2.75). Syllabication in these two editions is identical. Other dictionaries and other editions of Funk and Wagnalls' vary somewhat.[3]

Not only do lexicographers fail to agree, but Webster's *Dictionary* altered its decisions so that braille books embossed prior to 1938 which adopted full syllabication will show a vastly different method of contracting from those embossed after that date. The syllable division of a word is not a very definite and settled thing nor is it one upon which every one agrees. Prior to 1932, when Grade One and a Half braille was the official system, syllabication was adopted and the authority for the division of syllables was Funk and Wagnalls' *Dictionary*. For many years, workers had been obliged to rewrite page after page because of the common error of using a contraction when it overlapped a syllable division—that is the syllable division of Funk and Wagnalls. It was incorrect to use the contraction *er* in words like *everything, everybody,* etc. For fifteen years it had been wrong to use the contraction because of the syllable division. Then, after the entrance of Standard English Braille, Webster's *Dictionary* was adopted as the authority and, although the rules of syllabication had not in any way been altered in Grade One and Half, it suddenly became an error not to use the contraction.

As this writer has pointed out many times, the cases of bad overlapping in Standard English Braille are very few compared with Grade One and a Half braille. The additional contractions lessen rather than add to the bad overlapping of syllable divisions. The additional contractions are, for the greater part, complete syllables with little opportunity for confusion on the part of the reader such as *ount, ound, ness, less, tion, ation, ity, ance, ence, there, these, ought, whose, those, through, spirit, cannot, some, right, father, time, under, young, character, ong, ful, sion, ment,* etc.

Instances in which most of these contractions could be used to overlap a well-defined syllable division as explained in Rule 24 are few and far between. The writer does not claim that they do not exist, but a casual glance at them will show that they would not be confusing to the reader. The American Braille Commission, in its word list, shows very clearly when the contractions may and may not be used and it has eliminated all cases of *bad* overlapping. Many of the contractions of Standard English Braille are already restricted by the rules themselves: *be, con, dis* are prohibited from ever being used except as a first *syllable* at the beginning of a word or line; *ing* may not be used at the beginning of a word which removes bad overlapping of syllable divisions in words like *ingrown, ingratiate, inglorious, ingredient,* etc.

The contraction *ness* removes many cases of bad overlapping by the contractions *en* and *in* in words like *business, easiness, happiness, dizziness, cuteness, muteness, worthiness, silkiness, sleepiness,* etc. This additional contraction removes innumerable cases of serious overlapping which would arise in Grade One and a Half braille without the benefit of syllabication. This, like many other contractions which appear in Standard English Braille Grade II and which were not used in Grade One and a Half braille, lessen rather than add to the bad overlapping of syllable divisions.

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[3] *Braille Transcribing—A Manual,* 1925, page 12. Published by the American Red Cross.

Grade One and a Half braille did not contain the contraction *be* which, as has already been stated, is used only as a first syllable. It would be contracted in words like *be-rate, be-reave, be-deck, be-dim, be-drug, be-nign,* etc. and thereby removes the possibility of the contractions *er, ed, en* from being used.

It is no longer necessary to have syllabication in Standard English Braille in order to insure uniform embossing because of the word list issued by the American Braille Commission and adopted by the Project, Books for the Adult Blind.

Other different "interpretations" of various rules also arise and, again, the rules are blamed for not being clear. One question which has arisen is whether or not the contraction *to* can be used as a part word contraction in words like *Toronto, tomato,* etc. A group of workers had adopted this practice and claimed that they were entitled to their "interpretation." They were not entitled to their "interpretation" for the rule regarding that point is clearly worded and to the point. In the *Key,* the contraction *to* is in a column of words under the heading "Word Sign.[4] Column I. Standing alone." Rule 22 very clearly states that "The contractions of Column I Word Signs, with the exception of *and, for, of, the, with, be,* and *in,* may only be used for the whole words for which they stand; nothing may be added to them except the apostrophe *s,* or punctuation signs." That very definitely proves that the contraction *to* is a whole word, and that it is definitely barred as a part-word contraction. This, in turn, was followed by a different "interpretation" as to whether or not the contraction would be used if the word stood alone at the end of a line. Again the rule is clear. Rule 23 states: "The *contractions* for *to, into,* and *by are always to be written close up to the word* or letter which follows . . ." (The italics are mine.) If the *contractions* are *always* to be written close to the word or letter which follows, it is then quite evident that the contraction should not be used to express *to* when the word following is at the beginning of the next line.

Another variation in the writing of braille occurs in the words *to-day, to-night,* and *to-morrow.* These words should never be written with the contraction *to.* The *Key to Standard English Braille* (ink edition) lists the abbreviated words with all contractions shown in italics; the *to* in the words *to-day, to-night,* and *to-morrow* is not italicized. There is still further proof that the contraction *to* should not be used in these words: Rule 23 states that "The contractions for *to, into* and *by* may never be joined to other words by the hyphen to form compound words."

Another word which causes some confusion in the minds of embossers is the word *street.* Here again we hear about "different interpretations." The rules are not to blame for they are perfectly clear. The word *street* is not a contraction, and the writing of it is not even mentioned in the official rules. The question which did arise was whether or not the contraction *st* could be used in writing 41*st St.* The rules very definitely state that the contraction *st* may be used in ordinal numbers, and the American Braille Commission decided that "the contraction *st* preceded by the capital sign and followed by the period may be used *to express the abbreviations* for 'street' and 'saint'." [Italics are mine.] Despite the clarity of the ruling, many writers consider the word *street* a contraction.

A careful study of the rules of Standard English Braille and adherence to them will insure uniformity; it will give the readers the distinct advantage of always having the same word written in the same way under similar circumstances. The more one studies the rules, the less likely he is to try to alter

[4] In the *Key* the definition of Word Sign is given as "A contraction which is used to express a whole word, whether it occupies one or two cells."

them and the more will he realize that "alterations" cause confusion and lack of uniformity. There are many who do not like the new system, but those who really know it are enthusiastically in its favor. The braille system itself, which is now over one hundred years old and used by all civilized countries, was bitterly condemned when it first appeared. For many years before Braille devised his system, and even afterward, most educators felt that the ideal raised type was one which represented the letter formation. Arbitrary types were always considered undesirable, for many feared that they would tend to isolate the blind. Braille, Moon, and Frère all devised arbitrary systems, and it is always most interesting to note that these three men were themselves blind. Of all the systems devised for the blind, two remain in present-day usage: the systems of Braille and Moon. But the braille system has not always been popular. In 1853, the following comments were published in England:

> We cannot yet fairly arrive at any practical conclusion as to the utility of this [braille] most ingenious system, as it has been but lately adopted in the French schools. In frequent visits made to the Blind School in Paris, during the reign of Louis Philippe, the alphabetical system was exclusively used. Many books were printed in that system, and it was only during the last year that the *'chiffres'* of M. Braille had not only been approved by M. Dufour, but to the entire exclusion of all other systems for teaching the Blind to read. Surely, if success be at all a test of merit, this was an unwise act.
>
> *'L'institution pour les jeunes aveugles,'* at Paris, has the advantage of an able director, Monsieur Dufour, whose intimate acquaintance with the Blind, their wants, and ways is second to that of no other savant. After devoting much attention to the subject, he now recommends a system of revised dots in preference to all others; and has, unfortunately, given up printing in raised alphabetical letters, after many years of merited success. To the surprise of many, printing in the lower-case Roman type, has now been discontinued, and this new arbitrary system of dots adopted throughout the French schools; its only recommendation being simplicity and compactness. The use of abbreviations renders it inferior to the plan of Abbé Carton, and thus it is liable to the same objections and to the same fate as those of Lucas, Frère and Moon."[5]

[5] Edmund C. Johnson in *Tangible Typography.*

THE DEVELOPMENT OF AN INTEGRATED PROGRAM FOR THE BLIND

By Fred A. Schumacher

As the human scene is viewed in retrospect we observe theories and practices, which are accepted with equanimity in one decade, significantly modified in the next. The impact of new data furnished by study and research, plus the increment of further experience, makes this inevitable. Without public understanding and acceptance, however, such change is likely to be greatly retarded.

Similarly, the development of an Institution, a Cause, or a Movement may be seen as affected by contemporary forces. A glance at the manner in which we have solved or attempted to solve the human problems of each generation illustrates this point. In the early part of this century, our social ills were corrected by the application of general palliatives. We concentrated on the symptoms, and either ignored, or failed to recognize, their roots. *We pacified.* Later, with grim scientific mien, largely accelerated by the Great War, we segregated and individualized and probed each factor and element in a given problem, and dealt with each as an entity. Undifferentiated pacification gave way to individual differentiation. *We specified.* This brought us well into the twenties, and, with a major economic upheaval to harass us during this last decade, our real venture has been to merge our economic with our social concerns on a scale never before imagined. The drive to create and spread employment, both public and private, was intended to keep as many people as possible at work, and those for whom no work could be found were secured against need and want to the limit of each community's resources, modified by its sense of social obligation.

The work by and for the blind, developing as it has during this century through its schools, agencies, institutions, and other forms of organized service, has followed these same general trends, affected by the cultural, scientific, and economic currents of the day. The first quarter of the century saw, among other things, the growth of many new educational, vocational, and preventional features in relation to blindness. Many of these had their roots deeply imbedded in the past, but the majority developed out of the growing consciousness and need of their time. The score of years from 1905 to 1925 witnessed the organizing of private agencies in practically every major city in the state, whose general purposes were, almost uniformly, to improve the educational, industrial, and social condition of the blind. Other organizations were laying new stress on sight-saving and prevention of blindness, while still other efforts were being exerted in the direction of recreation and the fine arts. This period also saw the establishment of a Commission which, in the main, was formed to improve the condition of the blind in the state through teaching, training, and ameliorating, as well as to make inquiries and gather and disseminate information on all vital matters pertaining to blindness.

The depression, creating, as it did, a series of major social problems among the population at large, did not spare the blind in its onslaught upon many of the positive forces by which men live. The great need of the age was, and still is, social and economic security. Seen as a pressing social problem by the National Government, the Social Security Act was passed in 1935.

During its 1936-1937 session the New York State Legislature passed new legislation which was added to the Public Welfare Law and constituted Article XIII, entitled "Assistance to the Blind." Though relief to the needy blind had been granted by the localities for many years, this act for the first time involved state and federal funds (as well as local funds) in assisting this group. In May, year 1937, this new law effected the following changes:

1. It transferred the administration of the program for needy blind from County Boards of Supervisors to County and City Commissioners of Public Welfare.
2. It re-aligned the supervisory functions of the State Department of Social Welfare and made the program co-ordinate with other forms of public assistance.
3. It made the program and the financial support thereof mandatory in every public welfare district in the state.
4. It broadened the eligibility requirements.

Naturally, due to the general shifts taking place in this program at a time when the entire public assistance structure of the state, both in the localities and in the state itself, was being radically recast, considerable attention was focused upon those problems in need of first consideration. Efforts were made to carry over old practices with a view to continuing grants and services to the needy blind without undue interruption and hardship until new ones could effectively replace them. The most noteworthy feature of this new law is its provisions favoring the blind who are employed, are awaiting employment, are in training, or are receiving higher education. Thus, it concerns itself with establishing the blind in situations where they become partly or wholly self-maintaining, wherever possible.

Viewed from a broad standpoint, one sees four major phases through which this program has passed in the three years of its existence. The first of these is the transition phase when responsibilities were transferred from Boards of Supervisors to Commissioners and the provisions of the old law were superseded by the new. This involved also changes in personnel, in appropriations, and in recording. Recipients were also informed of the change in the agencies to which they were now to turn for assistance. The second was the phase of orientation during which the public welfare officials and their associates, as well as those who received assistance, acquainted themselves more completely with the new law, its purport and application. The third phase was the period of integration characterized by the development of relationships between agencies, public and private, and their staffs, around various important aspects of the Blind Assistance program. During this phase, a Statewide Committee on Blind Assistance was formally created and began its functions as an advisory body to this entire program. The fourth phase is that of specialization through which the program is now passing. Through Supervisors of Blind Assistance, as well as through the experience and perspective gained in the past three years, more detailed and careful work is being done in scrutinizing objectives, policies, and other developments in order to improve the work being done for individual blind persons under this program.

No one of these phases has a well-defined beginning. Overlapping as they do, they naturally have a tendency to affect one another. The first two may be regarded as the obvious developments which take place at the inception of any new program. The phases of integration and specialization, however, are very closely related, one to the other, and represent an index to the refinements which develop where thought and planning are present.

From the very outset, and, as a matter of fact, prior to the passage of the new law,

various agencies representing the blind conferred with the State Commissioner of Social Welfare and members of his staff in laying out the direction which this new program might take. Occasional meetings were held during each year at which time the positive developments as well as the negative aspects were fully discussed. Patience and forebearance were the watchwords during the earlier months when staff reorganizations and changes in policies were taking place in the field of public welfare administration at a greater rate than had ever before been true.

The Statewide Committee on Blind Assistance was organized during the latter months of the year of 1938 and began its work in earnest in early 1939. It was an expansion of a smaller committee serving on an informal basis prior to that time and grew out of the recommendations of that committee. Composed as it is of two representatives of the State Federation of Workers for the Blind, two representing the Greater New York Council of Agencies for the Blind, and three representing the State Department of Social Welfare, it acts as an advisory and consultative body, as spokesman for private and public agencies alike. Its motivation for considering the developments in the entire program comes chiefly from the desire to improve administrative practices to the end that they serve more adequately the needy blind who are under its care.

The Committee, in the course of its work during the past year, has slowly developed a synthesis out of the divers viewpoints and motivations represented. It has thus become a truly co-operative enterprise of the private associations interested in the welfare of the blind, the Commission for the Blind with its preventive, educational, and consultant services, and the new administration of Blind Assistance growing out of the Social Security Act. It has thus provided a new medium in which relative adequacy through financial and social care for individuals can be achieved. The State Department naturally reserves the option of adapting the work of the Committee to its own administrative responsibilities. Since by law it is held accountable to the citizens of the state for the proper carrying out of the provisions of that law, it bears the complete obligation for the formulating of rules and policies whereby the program proceeds. The Committee, on the other hand, fulfills several important functions which neither the private agencies nor the State Department could achieve by themselves. In general, they may be classified as follows:

1. The Committee serves as a liaison group between the private agencies and the local and state agencies.
2. It provides consultation and advice on principles and policies covering the administration of this program.
3. It interprets the program to official and lay groups.
4. It interprets the needs and wants of the blind to the agencies administering the program.
5. It reviews progress in the program through field reports, conferences with local representatives, statistical studies, etc.
6. It reviews the developments in the program with a view to advising on needed legislation in order to further strengthen its administration.
7. It gives sponsorship, prestige, and cohesion to the entire program.

In the work of the committee it has been necessary to make a careful distinction between those agencies responsible for administering the program and the agency charged with the responsibility for supervising it. The granting of assistance to needy blind persons is the responsibility of the local Public Welfare Commissioner. This involves, among other things, providing adequately for all those unable to maintain themselves. Furthermore, whenever possible, he administers

such care and treatment as may restore persons to a condition of self-support. Hence, through his office all applicants for, and recipients of, public assistance are visited by his staff periodically in order that proper care and supervision of families and individuals may be rendered at all times.

The administrative functions carried on by the office of the local public welfare commissioner include intake; supervision and investigation; clearing eye classifications; securing reports on earnings; making collateral calls; determining the amount of grants with consideration given to all assets including insurance, property, bank accounts, earnings, etc.; issuing and accounting for grants through semi-monthly or monthly checks; and reporting essential data on case load, applications, obligations incurred, etc., through statistical forms.

From the supervisory point of view, the State Department of Social Welfare has two primary functions:

1. To establish, strengthen and maintain standards in accordance with the Public Welfare Law and related statutes.
2. To reimburse local departments for expenditures made according to rules and regulations formulated by the State Department.

These functions of the State Department with particular reference to the Assistance to the Blind program are carried out through the following administrative units:

1. The Bureau of Services for the Blind, responsible for the classification of eye conditions, and the rendering of various services, preventive, educational, employment, etc., to blind persons throughout the state.
2. The Bureau of Public Assistance, primarily responsible for the collection of all pertinent information concerning the Assistance to the Blind program with a view to formulating policies and methods in its administration; devising operating manuals and guides to sound administration and assisting generally in the interpretation of the program through the area staffs.
3. The Bureau of Accounting, where all direct and indirect payment rolls, claims for reimbursement, and other accounting matters are carefully reviewed and recorded.
4. The Bureau of Research and Statistics which gathers monthly figures of all important aspects of the program for the official record of the department and makes studies based upon statistical data accumulated, when occasion demands.
5. The Area Offices, under the direction of the Regional Welfare Office, which are located and serve adjacent territory in Buffalo, Rochester, Syracuse, Binghamton, Albany, suburban New York, and metropolitan New York. The chief functions of the Area Offices are the carrying out of all operations of the State Department in the field, which include: supervision of all Public Assistance programs, Children's Services, Institutions, etc.; consultant services in medical, legal, fiscal, statistical, and other professional and technical problems. The Area Offices officially represent the State Department in the territory in which they are located on all matters which by law are under the department's jurisdiction.

These are the major units through which this program operates in the department, though other bureaus are very often consulted on special phases arising in the course of the program's development.

Among the many topics which the Committee has considered during the past twelve months, the following are listed as typical:

practices in various welfare districts which seem questionable; experience gathered by the Supervisors of Blind Assistance in their field work; progress made in liberalizing the concept of Blind Assistance throughout the state; specific policies formulated by the State Department and considered before final release; the point of view of the Area Directors and their staffs in supervising this program; the relationships developed between the local private and public agencies, and each of these with the Area Offices; the statistical picture reviewed periodically and what it signifies; and, finally, proposed legislation and its soundness in relation to the future of the program. Since a great deal of Committee work is done among agencies for the blind, especially in Greater New York, such deliberations are definitely reflected in the Statewide Committee.

A high point in the Committee's brief history can be said to have been reached during the Annual Meeting of the State Federation of Workers for the Blind held in Binghamton on October 6, and 7, 1939. This conference, which evidenced careful planning throughout, supplied an appreciative and well-informed audience to "listen in" and participate in the Committee's official discussion. The genuine interest manifested at that time and since, has given great stimulus to exploring further the areas which have thus far been so fruitfully opened. This representative panel is indeed a co-operative means of attaining desirable ends, and not the least of its virtues is the recognition that it is concerned with a dynamic program. It remains, then, only for its advocates and counsellors to recognize its possibilities. One thing is certain—such groups serve nobly in pointing the way to the achievement of a well-integrated program for the blind throughout the State of New York.

PREVENTION OF BLINDNESS AND DEVELOPMENTS UNDER THE SOCIAL SECURITY BOARD[1]

By Peter Kasius

It is always a temptation to introduce a subject as broad as the one assigned to me today with a few historical facts and possibly a smattering of statistics. But I am sure it can be assumed that those here assembled know that aid for the blind did not begin in 1935 with the passage of the Social Security Act. It is also assumed that there is no necessity to emphasize the size of the problem, particularly in terms of coverage and cost. Certainly from an operating point of view, given competent administrative direction and reasonably adequate funds, the central problem with which we are here concerned is manageable within the limits of scientific and social skills. At times we do have to think pretty largely in terms of organization, of dollars, of averages, of trends, and so forth, but our primary concern on this occasion certainly is not with these.

Our concern is with people and, specifically, people who are either actual or potential victims of a handicap that to a large extent is preventable, that to a more limited extent is correctible, and that to an extent not yet fully appreciated can be made more socially endurable. It is within the areas of prevention, correction, and social adjustment that accomplishment must be measured.

Since the passage of the Social Security Act, in 1935, forty-one states, the Territory of Hawaii, and the District of Columbia have enacted legislation enabling them to cooperate in the Federal-State programs for aid to the blind. Each of the co-operating states, under its approved plan, gives assurance that the program is in effect throughout the state, and is either administered or surpervised by a single state agency; that the state is participating financially in the program; and that applicants for assistance, whose claims are denied, will be given a "fair hearing" before the responsible state agency. The Federal act further provides that no state plan shall be approved containing any citizenship requirement which would exclude any citizen of the United States, nor may it exclude, for reasons of residence, any applicant who has resided in the state five years during the nine years immediately preceding application and one year continuously immediately preceding.

These developments under the Social Security Act are indeed encouraging. To the man on the street it undoubtedly seems that society is doing pretty well by at least some forty-five thousand fellow citizens who are in need and have the added misfortune of being blind. But to those of us who are not satisfied with surface facts these developments represent only a beginning.

We cannot think in terms of legislation and money alone. What does all this mean to Mr. Smith or Mrs. Jones in the sparsely settled sections of our country, far removed from a clinic or a hospital or an ophthalmologist? Looking forward to an assistance check each month may be some comfort, even if it is only an average check of $23.07. The check, it must be remembered, is almost $4.00 more on the average than his aged neighbor gets who is also in need but who still has his sight. Do we want to say at this time that that $4.00 represents society's bonus

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Author's Note—The views expressed herein are those of the writer and are not necessarily the views of the Social Security Board.

[1] A paper read at the Annual Conference of the National Society for the Prevention of Blindness, October, 1939.

for loss of sight and the attendant social and economic handicaps that flow from this physical loss, and let it go at that? Are we satisfied to see these financial programs become the modern substitute for the almshouse or poor relief?

The men and women who have fought a long, and often lonely, battle for the recognition of blindness as a socially and scientifically manageable problem, I am sure, shudder at the thought that financial assistance on a bare subsistence level can stand alone as an answer to their challenge. Only to the extent that assistance is coupled with individually directed service can the challenge be met on a basis that is consistent with the knowledge and the skill which are potentially available.

The services with which you are here most concerned are medical. From the beginning of the Federal-State programs for aid to the blind, the Social Security Board, as many of you know, has given special attention to the medical implications of these assistance programs. One of the first considerations had to do with the definition of blindness, since the definition was involved in the question of eligibility itself. In a strict sense, of course, a blind person is one who does not have any vision, but the Social Security Board realized that when Congress enacted the Social Security Act, its primary concern was to bring security to people who, through circumstances largely beyond their control, were faced not only with loss of income but with loss of self-esteem.

The ten programs inaugurated under the Social Security Act have a common aim in safeguarding the opportunities of American families to participate in the social and economic life of their times. This opportunity is furthered by the services to give children a chance for a fair start in life, to prevent sickness and the dependency resulting from sickness, and to help the handicapped to regain a place in productive and satisfying activity.

With such far-reaching objectives as a guide, the Social Security Board was not content to restrict the benefits of assistance to a narrow definition of blindness. The Board very early developed a definition that with slight modification followed the earlier definition of the American Medical Association for economic blindness. While the Board has no authority to make acceptance of this definition by the States a condition for approval of state operating plans, the Board's definition has been adopted with slight modification in some cases by all but one of the states co-operating in the aid to the blind programs.

With the acceptance of this definition on the part of the states, a very liberal definition, a natural and necessary administrative development followed. Such a definition can only be applied by a physician with competence in this particular field of medicine. Accordingly, a standard was established requiring that applicants for assistance must have the fact of blindness established as the result of an eye examination by "an ophthalmologist or physician skilled in the diseases of the eye."

All of the state departments co-operating with the Board in granting aid to the blind have found it administratively necessary to designate physicians who are ophthalmologists. Usually under state regulations the applicant is allowed his choice of examiner from among those on the approved list. These approved lists have in most cases been established by ophthalmological advisory committees or by some official of the State Medical Society.

Another encouraging development is the fact that thirty-five of the states co-operating with the Board have found it desirable either to establish medical advisory committees composed of outstanding ophthalmologists or to secure the services of a supervising ophthalmologist who acts as part-time consultant on medical problems.

It requires little imagination to see what all of these developments have meant and

will continue to mean in an ever-increasing degree with respect to the entire field of prevention and correction.

From the standpoint of a better understanding of the etiology of eye diseases, the fact that each year throughout the country the findings of thousands of eye examinations are being properly recorded; that the eye condition responsible for blindness is being indicated; and that the cause of the eye condition is being ascertained; have given assistance a new and a dynamic meaning. Coupled with this ever-increasing competence in recording and in ascertaining the facts, emerges the encouraging possibility that a substantial number of persons can have their vision restored by medical and surgical procedures.

The encouraging results in the medical field should stimulate a more profound interest in and a deeper insight into the social aspects of this problem. Much of the hoped-for progress in this direction rests upon the willingness and ability of states to establish and maintain high personnel standards. Social skill is no less important than medical skill in dealing with the complex and often intricate problems that surround an individual with a handicap that traditionally has been looked upon as hopeless. If we were perfectly frank about this subject, I am sure many of us would say that some of the attempts at social amelioration have intensified the feeling of hopeless indifference rather than pointed the way toward common experiences and common enjoyments. Modern social work, if given the same opportunity to function that modern medicine is having, could in a very short time demonstrate the tremendous possibilities that await the application of its practice on a wider front. The state merit systems to be required under the Social Security Act as amended should go far toward insuring the employment of competent personnel, specifically trained for the difficult tasks involved in these welfare programs. These merit systems, however, must have public support based upon an understanding and an appreciation of what competent service means.

The issuance of cash assistance is not a simple procedure. Adequate assistance must be based upon standards established through the use of scientific information and social judgment with regard to basic requirements for health and welfare.

Fundamentally, the blind have the same basic needs as the seeing, but by the very nature of his handicap, the blind individual may require special types of aid that should be taken into consideration in planning his assistance payment. Additional requirements might include guide service, maintenance for a Seeing Eye dog, telephone service, special provisions for electricity for the use of the radio and Talking Books, as well as other goods and services to assure an adequate content of living, the preservation of skills of the individual, and the conservation of his economic resources. More specifically, the blind individual does not need different kinds of food from the seeing person, but, because he often must shop by telephone, he cannot take advantage of bargain sales, and thus the budgeted amount and quality of his food may cost him more than it would a seeing person. Likewise, the blind person is more likely to suffer accidents to his clothing, and at the same time is less able to do his own laundering. Then too, there is undoubtedly more wear on shoes because of a tendency to "feel one's way with one's feet." For these reasons the blind person requires an additional allowance for clothing. An opportunity to follow sustained interests, vocational and avocational, is a fundamental need of blind persons, and the costs incidental to such activities should be included in the budget.

We have stressed in some detail the problem of budgeting to indicate that assistance, if administered properly from the strictly financial end, has constructive possibilities, from the standpoint of both economic se-

curity and social welfare. While the categorical assistance programs under the Social Security Act are an outgrowth of the earlier forms of poor relief and the limited pension movements of a more recent date, these programs are giving to public welfare a richer meaning. For example, the Federal act provides that assistance must be given in the form of money payments to the individual. This has been construed to mean that the grants are for the unrestricted use of the recipient. This provision and its construction are especially significant because the policy marks a definite break from traditional relief or poor-law procedures, in that it insures payment in cash, as regular income, and does not place the recipient under any obligation as to its use.

When these provisions for aid to the blind were first considered, and even after their enactment, concern was expressed in some quarters that they might hinder rather than help in the development of specialized programs having prevention and rehabilitation as their primary objectives. Some fear also existed that the "pension" system would be destroyed and that the needy blind would be thrown back on the uncertainties that had characterized much of the general relief administration throughout the country. These misgivings, however, did not take into consideration the prospect of new and more stable welfare developments in the several states as a result of the stimulus provided by the public assistance and other provisions of the Social Security Act.

The trend, during the past four years, has been definitely toward the administrative integration of all assistance categories in state departments of public welfare. And, in addition to responsibility for the administration or supervision of various forms of public assistance, these departments, in increasing number, are being given jurisdiction over welfare services, including programs concerned with vocational training and placement, and similarly related services that form a part of a well-rounded public welfare program.

From the standpoint of blind individuals, it would be a tremendous gain if the concepts underlying their social treatment could rise above the idea of affliction. The people so afflicted have the same hopes and ambitions, the same disappointments and tragedies that sighted people have, and are subject to limitations of opportunities in achieving adjustment to life. Within the limitations of the handicap of blindness and of other handicaps which vary among individuals, they should be able to achieve reasonably satisfactory adjustment. But they do need all the special services a state can afford, including services that are not exclusively designed for their special handicaps. The realization of this aim will depend pretty largely upon the success which attends the growth and development of well-rounded and properly integrated welfare services in which public assistance, humanely administered and adequately provided for, finds its proper function. Without such related services, cash assistance alone, particularly for handicapped groups may fall short of reaching the constructive objectives of social security.

For a long time, in spite of the efforts of professional organizations and individuals, the attitude that obtained in the public mind was that the blind were a group apart and should be given special privileges, among them the dubious one of the right to ask for alms. Today it is being recognized that blind persons are human beings who have only one quality in common, namely their lack of physical vision. Every blind person is as essentially different as each seeing person is essentially different from every other seeing person.

It must be recognized and accepted that equality of opportunity is the right of every blind person in the state just as equality of opportunity is held to be the right of every

citizen—equality of opportunity for training and employment and the pursuit of activities that bring satisfying rewards. The goal is clear. The methods we use are progressively improving through research and experience. To keep administration effectively geared to purpose and method still remains the outstanding problem for the future.

EARLY STANDARDS FOR HOME TEACHERS

This year, 1940, is the fortieth anniversary of the first legislative enactment of a law to provide educational facilities for newly blinded adults in the United States. It is fitting, therefore, to review the steps preliminary to this event.

Prior to 1900, graduates of the Perkins Institution for the Blind had been teaching the adult blind in their respective communities, the school furnishing the materials, apparatus, and transportation expenses, the teachers volunteering their services.

While this special bill was being considered by the Massachusetts legislature, the Executive Officers of the State Board of Education and the State Board of Charities and Corrections held conferences to discuss ways and means of assuming the responsibility of the teaching and of expanding the work. To advise them, they summoned to their conferences a blind consultant. This person was a graduate of Perkins Institution, and held a diploma and a certificate for teaching seeing children in the public schools of Boston. This consultant brought to the conferences a rich experience both in the teaching field, and in practical social service work. Advice from a person of this kind was felt to be imperative.

Mr. Michael Anagnos, director of Perkins Institution, was called upon to organize and direct the work, and to select the teachers. This he did without salary, following the procedure he had suggested for the volunteer teachers. The newly blinded adults were to be producers; and to that end they were to be taught to make saleable articles or else to be encouraged to continue in the business in which they had previously been employed. The pupils were to be encouraged in any activity which would add to their happy usefulness; and for this reason were to be taught the reading of tangible type and writing with pencil and stylus.

Mr. Anagnos made three stipulations in the selection of his teachers. They must be blind persons, as the condition of blindness would give immediate confidence to pupil and family that the teacher had conquered the limitations and difficulties that blindness imposes. Mr. Anagnos insisted that the best possible preparation that the State could give to the blind should be required from the teachers selected. This included graduation from Perkins Institution and also graduation from a state normal school or its equivalent. Experience in teaching was the third requirement for this work.

The State Board of Education heartily approved these plans by Mr. Anagnos and authorized his putting them into operation.

Following the plan of Massachusetts, Rhode Island, in 1904, organized home teaching for newly blinded adults. Delaware fell into line about this time, appointing for its first home teacher a graduate from the Pennsylvania Institution for the Instruction of the Blind, who was also a graduate of Vassar College; New Jersey, in 1910, adopted this same policy for home teaching in the State.

It is encouraging to observe that the ideas originated by Mr. Anagnos are still operative, and that the requirements for Home Teachers of the present day are keeping pace with the educational and social service demands as set forth in the article "Home Teachers' Qualifications" in the *Outlook for the Blind,* December, 1939.

LYDIA Y. HAYES.

NATIONAL CONFERENCE OF SOCIAL WORK

The Program Advisory Committee, jointly sponsored by the American Foundation for the Blind and the National Society for the Prevention of Blindness, announces the following sessions on the Prevention and Treatment of Blindness at the National Conference of Social Work in Grand Rapids, Michigan, May 27 to June 1, inclusive:

Monday, May 27

Treatment of Blindness

Dr. Arlien Johnson, Dean, Graduate School of Social Work, University of Southern California, and President of the Association of Professional Schools of Social Work, presiding.

1. Statistical Measurements as Guides to Social Planning. Evelyn C. McKay, Social Research Secretary, American Foundation for the Blind.
2. Social Characteristics of Recipients of Aid to the Blind. Anne E. Geddes, Chief, Division of Public Assistance Research, Social Security Board.
3. An Agency Looks at Needs of the Blind. George F. Meyer, Chief Executive Officer, New Jersey Commission for the Blind.

   Discussant: Calvin S. Glover, Executive Secretary, Cincinnati Association for the Welfare of the Blind.
4. The Professional School of Social Work as a Factor in Work with the Blind. Mrs. Mary Clarke Burnett, Head, Department of Social Work, Carnegie Institute of Technology.

   Discussant: Mr. Kenneth L. M. Pray, Professor of Social Planning and Administration, Pennsylvania School of Social Work.

Tuesday, May 28

Possibilities for Restoration of Sight and Prevention of Blindness in the Aid to the Blind Program

Mrs. Mary Hopper Spencer, Executive Director, District of Columbia Society for the Prevention of Blindness, presiding.

1. As Seen by the Social Security Board. Ruth Blakeslee, Chief, Division of Policies and Procedures, Bureau of Public Assistance, Social Security Board.

   Discussant: Benjamin E. Youngdahl, Associate Professor of Social Work, George Warren Brown Department of Social Work, Washington University.
2. As Seen by a State Prevention Worker in the Field of Public Welfare. Anna Harrison, State Medical Social Worker for the Blind, Louisiana Department of Public Welfare.

   Discussant: Mrs. Eleanor Brown Merrill, Executive Director, National Society for the Prevention of Blindness.

Thursday, May 30

Treatment of Blindness

Josef G. Cauffman, Superintendent, Michigan School for the Blind, presiding.

1. Case Approach in an Integrated Caseload. Harry E. Hayes, Supervisor, Division for the Blind, State Department of Social Welfare, Kansas.
2. Case Approach in a Differentiated Caseload. Murray Allen, Executive Secretary, Utah Commission for the Adult Blind.
3. Beyond the Horizon. Col. E. A. Baker, General Manager, Canadian National Institute for the Blind, and President of the American Association of Workers for the Blind.
4. *Discussants:* To be announced.

FRIDAY, MAY 31

THE GENERAL AGENCY'S OPPORTUNITY FOR SIGHT CONSERVATION

Mrs. Mary Hopper Spencer, Executive Director, District of Columbia Society for the Prevention of Blindness, presiding.

1. Among Children in Four Rural Counties. Eleanor Hearon, Director of Social Service, Colorado General Hospital, Denver.

   Discussant: Dr. Ralph R. Sachs, Opthalmologist, Children's Fund of Michigan.

2. Among Older People. Margaret Wagner, Executive Secretary, The Benjamin Rose Institute, Cleveland, Ohio.

3. *Discussant:* Marcella Cohen, Supervisor, Prevention of Blindness Department, Pennsylvania Association for the Blind.

A NEW AGENCY WINS ITS SPURS

The Associated Workers for the Conquest of Blindness, Kansas City, Kansas, through their Work Center recently received their first order for flower baskets—two hundred fifty baskets to be completed, with containers, within ten days, both containers and baskets to be decorated.

"It was on our nerve that we undertook to fill the order," says one of the workers. This was due to the fact that only one worker of the group of ten was a skilled basket-maker, and only two others had received any instruction in the craft. The baskets were woven by blind workers, the glue sizing and painting were done by partially-sighted persons with one sighted assistant part of the time. The painting was done with a hand spray, as this method is less difficult for the partial-sighted worker, is more rapid, and produces a neater finish than does the brush. As there was not time to make special preparation for the painting, a large paste-board carton was brought into service. With the carton laid on its side and perforations made in the bottom of the box for the escape of fumes, the work was fairly easily done. Not only do the workers now have the satisfaction of knowing they can do the work, but future orders are now in prospect.

The Kansas City, Kansas, Work Center is maintained and sponsored by the Associated Workers for the Conquest of Blindness of Kansas City, Kansas. The Center was opened last October, largely on faith, as there was on hand only $175 which had been raised by a Tag Day for the Blind conducted by the Associated Workers. The Center is kept open in the mornings by an Adult Education worker, a partially-sighted young man who also gives instruction in braille and in the handcrafts.

In the afternoon the work is done by volunteer workers. Articles made at the Center are leather-craft, rubber mats, rugs, bath mats, reed furniture and various articles of fancy work. Two blind salesmen are giving some time to house-to-house canvassing. To these, the city commissioners have granted free sales licenses. The Center has announced its willingness to try to sell any articles made by blind workers outside of the community, making a charge of 20 per cent for sales commission to help take care of overhead expense. Total sales from the opening of the Center to the present time have amounted to $447.40; total expense, including rent, light, material, wages to workers, etc., $410.35.

The Association sponsors the Center through a Project Committee, consisting of Mrs. Eleanor A. Wilson, State Worker for the Adult Blind, as Chairman; Mrs. W. J. Logan, State Field Worker for the Adult Blind; Mr. Lawrence Hofflinger, and Miss Marie Garrahan, local workers. The opportunity to secure the basket order came through Mrs. Ethel Seymour, State Home Teacher for the Blind.

ANNUAL REPORT

The *President's Report* on Foundation activities for 1939 is now available, and copies may be had on request.

TEACHING THE BLIND FIRST AID

The teaching of First Aid to the blind demands a radically different approach from methods used under ordinary circumstances.

With the sightless the instructor has two main problems confronting him. First, how to present the subject, and second, how to make the practical demonstration as effective as possible.

The first problem can be met only in the way the instructor chooses his words so as to form a picture in the minds of those who can see only with their ears and fingers.

The problem of taking notes in the class is easily overcome, as almost all students can use the braille system, abbreviating notes or symbols almost as quickly as a seeing person can write.

Fortunately, the First Aid Service of the New York Chapter of the American Red Cross has transcribed in braille the *First Aid Textbook,* and an extra half-hour has been arranged in the afternoon during which time a braille reader will read over the subject matter which is to be taken up in the evening.

The second problem, that of providing successful practical demonstrations, must be met step by step. This requires patience, and well selected words spoken slowly and clearly.

As the class follows the directions being given the teacher can easily see if he is making himself understood, and can come at once to the rescue of those who have not grasped the point in the lesson. Soon, from time to time, various more gifted members of the class are able to continue their tasks without further verbal instructions.

One great difficulty presents itself to every member of the class: that is, the obstacle they have to overcome in applying bandages and listening at the same time to instructions.

To overcome this handicap it is advisable to give individual instructions to each pupil, which they follow step by step by their sense of touch, until finally they complete the bandage and are now able to grasp the purpose for which it was applied.

To do this with success, it will be necessary for the instructor to help apply the bandage by placing his hands over the hands of the pupil and guiding them in each movement. As this is a specialized and individualistic form of contact, the instructor has to bear in mind how much more sensitive than his is the sense of touch in his blind pupils, and he, too, will have to make every effort to develop as nearly as possible the delicacy of his own movements, so as not to confuse the sensitive hands of his pupil—the specially developed tactile sense of the blind. The instructor's movements, especially when guiding his pupils' hands, must agree with his spoken word. An intelligent, enthusiastic instructor will find that he is learning as well as teaching, and that, in order to teach well, he literally goes hand in hand with those who walk in darkness and yet see so much.

As the pupil progresses and his experience widens, his accuracy and neatness are a source of inspiration and encouragement to the instructor.

The development of his kinesthetic sense is at times of considerable aid to the blind student. For example, the blind experience little or no difficulty in locating the pressure points. Their delicate, sensitive fingers move swiftly and accurately to the proper spot, whereas students in regular First Aid Classes are sometimes neither swift nor accurate.

The blind are eager for First Aid Instruction and have demonstrated that they are capable of rendering real assistance when it is needed.

ERNEST F. HOYER

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WAGE AND HOUR LAW

In November, 1938, the Wage and Hour Administrator issued regulations granting a temporary exemption from the requirements of the Fair Labor Standards Act to all sheltered workshops under certain conditions. At that time is was stated that the Administrator intended to appoint an Advisory Committee to make recommendations with respect to permanent regulations and procedure providing for the employment of handicapped individuals in certain charitable institutions and organizations at wages lower than the minimum wage applicable under the Fair Labor Standards Act. Such a Committee was appointed on March 22, 1939.

This Committee met and considered the matters presented to it over an extended period with the result that, at a meeting on January 19, 1940, a recommendation was made to the Administrator. The formal minutes of this meeting included a statement of the position of the members of the Committee from the charitable institutions, as follows:

I think for the purpose of the record it is pertinent to state the position of such of the members of the Advisory Committee on Sheltered Workshops as represent the charitable organizations and institutions, and of such organizations and institutions themselves.

Our position is that the charitable institutions and organizations do not fall within the purview of the Fair Labor Standards Act, and that in the formulation of any regulations or any other action which may be taken by ourselves or themselves in regard to such regulations, or otherwise, we reserve to ourselves and for them the right to raise the question at any time as to whether such institutions or organizations fall within the purview of the Act, and to take any action that may be deemed advisable in furtherance of such position.

Our action in the matter is to be construed as one of co-operation with the Administrator in carrying out the purposes of the Act.

To this statement, the representative of the Administrator made the following reply:

We are not unfamiliar with the reservation of rights, and we understand the attitude of the Sheltered Workshop group in this regard, that they feel they are not covered by the Act and that they are here in the spirit of co-operation.

It perhaps is advisable for me to say that the General Consul of the Wage and Hour Division has considered this matter carefully and frequently, and it is his considered opinion that workers in Sheltered Workshops who are engaged in commerce, or in the production of goods for commerce, are entitled to the benefits of the Act, and, with that expression of friendly disagreement, I think we can go ahead.

It will be seen from the above that the position of the institutions was made clear, and that, notwithstanding any action they may take with regard to the regulations in any respect, has reserved for them the right to raise the question at any time as to whether they fall within the purview of the Fair Labor Standards Act, and they may take any action they may deem advisable in furtherance of that reservation. Furthermore, any action they may take now or in the future in regard to the regulations, is to be construed solely as a desire to co-operate with the Administrator in carrying out the purposes of the Act.

The members of the Committee from the charitable institutions were unanimous in their belief that the institutions should co-operate every way possible in bringing about and maintaining fair labor standards.

PETER J. SALMON, *Chairman, Advisory Committee of Sheltered Workshops for the Blind*

FOUNDATION ACTIVITIES

News notes of the current activities of the American Foundation for the Blind

TEACHERS' CERTIFICATION

The A. A. I. B. Committee on Certification of Teachers of the Blind announces that blanks for teacher's applications for certification are now available to teachers of the blind and may be obtained on request from the Secretary of the Committee, Dr. P. C. Potts, 15 West 16th Street, New York. The standards for certification of teachers were adopted at the 1938 meeting of the American Association of Instructors of the Blind and may be found in the *Proceedings* of that convention.

STUDY OF TEACHERS' SALARIES

A statistical study of salaries of teachers in residential schools for the blind is being made by the Foundation. Practically all of the schools are participating in this study which is one that has been frequently asked for by educators in this field.

SCHOOL SURVEYS

During the past few months surveys have been conducted by a member of the Foundation staff in the Alabama School for the Blind and in the Department for the Blind in the Arizona State School for Deaf and Blind. These surveys were at the request of the Superintendents of the respective Schools concerned, and involve an evaluation of the services now being rendered by the schools and recommendations for the extension and improvement of their activities.

TALKING BOOK APPROPRIATION BILL

A bill, (S. 3645) has been introduced in Congress to increase the Federal appropriation to the Library of Congress for literature in Talking Book form from $75,000 per year to $250,000 per year. Senator Robert F. Wagner of New York sponsored the bill in the Senate, and Congressman Carolina O'Day of New York has introduced the companion bill (H. R. 9236) in the House. This legislation has the support of the Chairmen of the Legislative Committees of the American Association of Instructors of the Blind and the American Association of Workers for the Blind. Its enactment will make possible a considerable increase in the number of new titles published in Talking Book form each year.

TALKING BOOK EDUCATION PROJECT

The Talking Book Education Project of the American Foundation, through a grant by the Carnegie Corporation, is introducing the Talking Book as an educational medium in schools and classes for the blind. At the present time experiments on the comparative effectiveness of Talking Book and braille reading are being conducted in co-operation with thirteen residential schools for the blind in the United States. The purpose of this study is to determine which kind of material may be most effectively set forth in braille and which on Talking Book. Talking Book presentation makes use of dramatizations and sound effects to "illustrate" short stories of varied subject matter.

TEACHER-TRAINING COURSE

The summer school for colored teachers of the deaf and the blind which was inaugurated in 1939 at West Virginia State College, at Institute, W. Va., will be continued this year. The session will extend for nine weeks, from June 10 to August 9, and a Demonstration and Directed Teaching School will be conducted during the last six weeks of the session.

NEW STAFF MEMBER

Mr. J. Edgar Probyn has joined the staff of the Foundation as Field Secretary. Mr. Probyn has had experience both in the newspaper world and in social work. He was Y.M.C.A. Secretary in Lock Haven and Pittston, Pa., and in Augusta, Ga., and has also been connected with fund-raising activities for the American Red Cross.

CANES FOR GENERAL USE

The Foundation has imported a few canes which will be sold to blind people at the following prices: East of the Mississippi River, $1.50 postpaid; west of the Mississippi, $1.60 postpaid.

These canes have a crook handle, are light in weight—weighing about six ounces—and taper from about three-quarters of an inch to half an inch in thickness. The canes are thirty-seven inches in length—one inch longer than a standard commercial cane. They have metal tips, and may be had in either light brown, dark brown, or medium grey.

Orders for these canes should be addressed to the American Foundation for the Blind, Inc., 15 West 16th Street, New York, N. Y., and should be accompanied by money order or check.

FIELD SERVICE

Surveys are being conducted by the Foundation staff in Cleveland, Chicago, and Minneapolis. These surveys are made at the express request of the organizations concerned, and in each instance are sponsored by a committee of prominent citizens of the communities.

The Foundation field staff conducting these surveys, makes a careful evaluation of the work being done and submits recommendations as to ways in which the blind of the community may be more effectively served. Such reports are treated as confidential until such time as they are made public by the local sponsoring committee.

MONTANA STATE AGENCY

The first step has been taken to put into effect the law establishing a state commission for the blind, which was enacted by the 1939 Montana legislature. Early in January Governor Ayers appointed the five-member board of the Commission. Those appointed are:

Edwin G. Peterson, President, Montana School for the Deaf and Blind, *Chairman;*

Leif Fredericks, Supervisor, State Vocational Rehabilitation Service;

J. M. Brandjord, Administrator, State Department of Public Welfare;

P. W. Callahan, Teacher, State School for Deaf and Blind;

E. V. Ahearn, an attorney.

Mr. Peterson, Mr. Fredericks, and Mr. Brandjord are ex-officio members as representatives of their respective departments of the state government.

RHODE ISLAND LEGISLATION

A bill has been passed in the Rhode Island legislature to transfer the Bureau for the Blind from the State Department of Education to the State Department of Public Welfare. Aid to the needy blind is already administered by the State Department of Public Welfare, and the purpose of the new legislation is to provide closer co-ordination of services for the blind and aid to the needy blind by placing both phases of the work under the same executive head.

MERIT AWARDS

Among the public welfare workers whom the American Public Welfare Association recently honored with merit awards for outstanding performance on the job were Miss Annie Laurie Baker, Head, Bureau of Aid to the Blind, Minnesota State Department of Social Security, and Mrs. Anne B. Owings, Chief, Division for the Blind, South Carolina State Department of Public Welfare.

NECROLOGY

WILLIAM C. CARPENTER

William C. Carpenter, who won the title of "Most Popular Man in Idaho" through a poll conducted by the *Capital News* in 1931, died early in February.

Although blind and almost completely paralyzed by arthritis, he developed a thriving magazine business. Before he was stricken with arthritis, Mr. Carpenter had begun a promising career. He was graduated with a bachelor's degree from the University of Idaho in 1923. After graduation, he was for three years Superintendent of Schools at Deary. He was first stricken with arthritis in 1927, and was left capable only of slight movements of his fingers and face. Although his mouth was paralyzed, he learned to form words in his throat and developed a pleasant speaking voice. He began his magazine business in his bed at the hospital.

During his residence at the hospital, Mr. Carpenter organized the Idaho Progressive Society for the Blind and served as its president. In the fall of 1939 he linked the association with a movement sponsored by the Boise Antlers, young members of the Elks Lodge. The lodge co-ordinated efforts with the society to raise funds for the first annual "convention on wheels," designed to provide southern Idaho blind with a chance to attend a state-wide meeting.

Mr. Carpenter's conquering of two handicaps earned him nation-wide fame.

DR. JOHN H. FINLEY

In the death, on March 7, of Dr. John Huston Finley, the blind of New York City and of the whole nation, lost an understanding and an active friend.

Few men took a keener zest in the sights of the world around them than did Dr. Finley. Whenever possible, he walked, so that he could see and take in that world and not be rushed through it by motor, train, or plane. On his daily walks to and from home and office, on his annual tramp around the periphery of Manhattan Island, striding the hills and dales of that section of New Hampshire where he made his summer home, following through Palestine as head of the American Red Cross in the footsteps of the old Crusaders, he never missed the flora or the fauna of each scene or failed to delight in the sudden beauty of shifting light and shadow. To him, through his eyes, nature spoke a various language. Perhaps it is for this reason that Dr. Finley took the blind, and all progressive work for the blind, to his heart.

He became president of the New York Association for the Blind in 1909 and served in that capacity through twenty-six of his busiest years. In 1913 he vacated that presidential chair temporarily for four years to become Chairman of the New York State Commission for the Blind.

Although it is through his work in these two offices that his name is linked officially with work for the sightless, unofficially he placed his abundant personal energy and enthusiasm behind the achievements of the other metropolitan agencies, and always gave his cordial co-operation to the national agency, the American Foundation for the Blind.

In 1921, after a long academic career which included the presidencies of his Alma Mater, Knox College, that of the College of the city of New York, that of the University of the State of New York, and professorships at Princeton and Harvard, he joined the editorial staff of *The New York Times*. For years, on that great paper, first as editorial writer, and then as Editor-in-Chief, he used his influence and his facile pen in behalf of the many worthy causes that touched his heart. Through his exposition and argument, he made known the work being done for the

sightless both in New York and on a nation-wide scale.

His last visit to the Foundation remains a happy memory. It was to act as master of ceremonies at the meeting at which Helen Keller received the architect's model of her new home.

It was his pen which wrote the charming editorial "To Helen Keller," in *The New York Times,* on the occasion of the opening of Tribute Year in 1937, which celebrated the 50th anniversary of Miss Keller's meeting with her teacher-liberator, the late Anne Sullivan Macy, and it was his voice which rang through Carnegie Hall, during the intermission of the great orchestral concert given in Miss Keller's honor, in stirring tribute to her work for her fellow-sightless through the American Foundation for the Blind.

Few men have in their brief span of years so deeply busied themselves with the movements, the causes, and the agencies that have as their aim the betterment of mankind on this continent and throughout the world. It was as if his joy in seeing the beauties in the everyday world around him, as well as its wonders, which developed within him that inner comprehensive eye which, as Masefield writes, enables man

To see
Life, not the daily toil, but as it is,
Lived in its beauty in eternity
Above base aim, beyond our miseries;
Life that is speed and color and bright bliss,
And beauty seen and strained for, and possessed
Even as a star forever in the breast.

F. F. B.

SUCCESS NOTE

I Begin Again, by Alice Bretz has been listed as a "best seller" by two leading New York newspapers, and the third printing of this book has been practically exhausted.

FOR YOUR PROTECTION

Scores of blind people and hundreds of their friends have been victimized by a cruel hoax which occurs in various parts of the country and which has been running now for over two years. According to this hoax, a blind person can secure a Seeing Eye dog by saving tinfoil, cigarette papers, empty paper match folders, etc. These stories are entirely without foundation, but considerable credence is placed in them because hundreds of thousands of match folders have been saved for this purpose. If this rumor should occur in your area, we hope that you will co-operate by making immediate and emphatic denial to your newspapers.

The Seeing Eye employs no solicitors of any kind whatsoever, and anyone claiming to represent the organization and accepting contributions for it, and who is not identified with one of the organization's several committees, which are composed of outstanding citizens, should be investigated for the protection of your community. The Seeing Eye does not participate in, nor authorize its name to be used in connection with, any fund-raising events or benefits, tag days, "sales," or any event for which tickets are sold, and any organization or group claiming to raise funds in such a manner for The Seeing Eye is doing so without authorization. Any activity of this type should be investigated for the protection of your community.

Although for efficiency of operation The Seeing Eye maintains its headquarters in Morristown, N. J., the school serves blind men and women in all parts of the country.

The Seeing Eye has no branches, and under no circumstances would The Seeing Eye establish a branch which was less effectively staffed than at headquarters. The present physical equipment is sufficient to meet the national demands for dog guides for sometime to come.

W. H. Ebeling.

VOLUNTEER SERVICE

Anticipating the post-war rôle of the volunteer in England is an interesting picture which is described in "War Casualties," the leading article in the February 15 issue of *The New Beacon* published by the National Institute for the Blind, London. "No one knows whether ruthless war may not at any moment add newly-blinded people to the men, women, and children who are cared for by national and local agencies for the blind throughout the country," states the article. "We have to be prepared to act, and to act with the economy and efficiency which the co-ordination of blind welfare agencies now fortunately makes possible. Eye casualties may be few or numerous. They may occur only in one area of the country; in several areas; or in many."

Anticipating the establishment of temporary Retraining Centres for the newly-blinded, the article has the following to say regarding volunteers:

> Retraining Centres will have to be well and skillfully staffed; in places where they are established they will need a host of friends some of whom, at any rate, should be well versed in Braille and other aspects of blind technique. Many of the retrainees when they return home will for some years require more attention than can be given them by already overworked Home Teachers. It is greatly to be hoped, and it is indeed to be expected, that any urban area which becomes the target of enemy bombs will take particular pride in giving adequate help to those of its citizens who may be blinded. It will be difficult, however, after this war to find money for increased expenditure on the social services, even of the most pressing kind, and it looks as if we shall all have to make a great effort to attract helpers to reinforce Home Visitors and others professionally engaged in blind welfare.
>
> There are, we believe, many people who would be readily attracted to service of this kind and who, if they are not already acquainted with Braille and handicrafts, would be willing to qualify in such subjects. The immediate problem is how to mobilize them for the task now in contemplation.
>
> As a first step, the National Institute is opening a Register of Workers for the Blind from which, it is hoped, workers, voluntary or paid, may be drawn as required. It should be emphasized that it is not intended to attract voluntary or paid workers for the blind away from the work they are now doing. Blind welfare in war time must be kept going at maximum efficiency and it cannot afford to lose any service which it now enjoys. The primary purpose of the Register is to bring together the names of people who are willing and able to help in an emergency. But it is hoped that many of them will, when the emergency is past, be glad to give their services to the blind and organizations for the blind in their own home areas, and the Register should serve a valuable subsidiary purpose, in providing an avenue of normal service to the blind for a number of people who wish to help and have natural abilities for the task, but feel the need for some instruction and training. Any names entered on the Register will be notified, with the consent of the person concerned, to the local Society for the Blind and it is hoped co-operatively to provide facilities for any instruction which helpers may desire.

An interesting item in the March 15 issue of *The Lantern,* published by Perkins Institution, Watertown, Mass., tells of a series of teas given in Cambridge for girls in the Upper School at Perkins. These teas were planned by a committee of the Cambridge Volunteer Service Bureau under the direction of Mrs. Arthur Brooks. "The teas have been a valuable experience for the girls, as well as a source of great pleasure," states the announcement. "The ladies who have entertained have reported our girls as delightful guests and they, too, have enjoyed the experience. The girls are planning to return the hospitality by entertaining their hostesses at tea to be held at the school in April."

MacEnnis Moore.

NATIONAL INDUSTRIES FOR THE BLIND

National Industries for the Blind has inaugurated an informal *Bulletin* to be sent to workshops for the blind every two months. This news letter will contain practical suggestions and new ideas for production, as well as information on newly developed markets and on sources of supply for raw materials.

Mr. Eric S. Wessborg, Superintendent, State Employment Institution for the Blind, Saginaw, Michigan, has taken out a patent on a loom designed for blind weavers. Twenty of these looms have been built, and they are said to be working out satisfactorily. Production of blind weavers is increased from three to ten rugs per day without any hardship. These looms can be secured at cost by any blind weavers or blind workshops which do weaving. For further information, address National Industries for the Blind, 15 West 16th Street, New York, N. Y.

Mr. Herbert Geyer, of Detroit, Michigan, who is a blind man, manufactures and sells a broom-holder at $20.00 per thousand, f.o.b. Detroit. The State Employment Institution for the Blind in Michigan uses the holder as part of its merchandizing plan and gives one away with each one-dollar broom sold.

Some months ago agencies for the blind were invited to send in articles suitable for gifts that would retail for $1.00 or less. A few responded and these samples were submitted to Bausch & Lomb Optical Company. They selected nine different hammered brass and pewter articles made by the New York Guild for the Jewish Blind, and some hand-loomed neckties made by the same agency. They have placed a full page article in their "House Organ," which goes to more than ten thousand dealers, offering a set of these articles to dealers at $5.00 wholesale (retail value is $7.50). The ties are not offered for resale but for the dealers' own use, at $1.00 each. The magazine has just been issued and already some orders have been received. Upon request N.I.B. will send you a copy of this magazine.

The Pittsburgh Branch of the Pennsylvania Association for the Blind has been doing excellent sales promotion of the ironing board covers which carry the *Good Housekeeping* "Seal of Approval." It appears that many more agencies for the blind could go into the production of this cover and take advantage of the sales value of the *Good Housekeeping* "Seal of Approval." Details of the plan are available from N.I.B. on request.

The Tennessee Commission for the Blind at Nashville has developed a helpful production device in its broomshop. Over each winding machine, hangs a rack constructed of plain pieces of wood, separated so that a dozen brooms can be placed in each slot. As the blind operator finishes winding a broom, he swings it overhead into this rack. This does away with trucks and brooms on the floor, so that the aisles are always clear. One day's production is allowed to remain in the rack, and, at the end of the day, the foreman has an accurate check on the amount of work done by each worker. The racks are cleared first thing in the morning, and the brooms sent to the stitching machines, ready for the day's production.

Dies for a new rubber link have been designed by National Industries for the Blind, and the links are being made by the U. S. Rubber Company. The N.I.B. representative, Mr. Schill, is now on a trip through the Middle West explaining to the different workshops the N.I.B. production and sales plan for these mats.

C. C. KLEBER

BULLETIN BOARD

News items from agencies for the blind in all parts of the country are desired for these pages. All manuscripts should be in the Editor's hands four weeks before the date of publication.

Catholic Centre for the Blind.—The Centre, with the help and co-operation of Catholic Charities, is planning to build in the near future a new home for blind working-girls and a home for aged blind women.

New York Association for the Blind.—The memory of the late Dr. John H. Finley was honored by the blind on March 19 at the Lighthouse when over 350 representative sightless men and women gathered in the auditorium to hear a program of music by blind musicians and addresses dedicated to Dr. Finley who, up to the time of his death, had actively served the Association as Vice-President for four years and as President for twenty-two years. Miss Helen Keller and Mrs. Winifred Holt Mather were present and paid tribute to Dr. Finley's long and devoted service to the blind. Mr. Thomas S. McLane, Treasurer of the Association, presided at the services. The invocation was given by Dr. Raymond C. Knox. Other speakers included Miss Daisy Fiske Rogers, Secretary to the Executive Committee of the Board of Directors; Mr. A. E. Septinelli, Field Agent; and Mr. Alan Blackburn, Director of Social Welfare. The music program was presented by blind musicians from the Lighthouse Music School, and the Lighthouse Vocal Quartet closed the meeting with two hymns.

State Department of Public Welfare (Arkansas).—Since the starting of the new program for the blind in Arkansas last fall, eight vending stands have been established in public buildings which are giving employment to ten persons. Plans for the installation of at least two more stands in the next two months have been completed. The establishment of these stands was made possible through the co-operation of local civic organizations, such as Kiwanis and Lions Clubs. . . . The State Association will convene May 26 at the new school for the blind which was dedicated last fall by Helen Keller.

Lighthouse for the Blind (El Paso).—On March 15 the Council of Jewish Women, El Paso Chapter, sponsors of the Lighthouse, arranged to have the work of the Lighthouse made into a movie short. The film will be shown in local theaters to promote interest in work with the blind. . . . The Lighthouse is making toy furniture with special equipment developed in its shop.

Canadian National Institute for the Blind.—The Salvation Army, which conducts canteens in recreation rooms in connection with several troop-training centers in Canada, has given the Canadian National Institute for the Blind permission to handle tobacco in some of these concessions. As a result, two blind men in Toronto, one in London, and one in Edmonton have been give such employment. . . . Mrs. Joe Gallaher, a blind resident of St. James, Manitoba, won the first prize for a pair of knitted socks at the London Exhibition last summer. Recently the sum of $19 was raised for the Manitoba Red Cross when Mrs. Gallaher gave her prize-winning socks to be raffled by the St. James Branch of the Canadian Legion. . . . One of the features of the Canadian National Exhibition is the display of craftsmanship of blind workers. The competitions in this special division are open to anyone registered with the Institute. Competitors may secure entry blanks and any further information from the Canadian National Exhibition, Toronto, or from the Canadian National Institute for the Blind, 166 Beverley Street, Toronto. Articles, which must be received not later than July 25, may be sent to the Institute to be entered in their proper classes.

Perkins Institution.—Fifteen hundred visitors went through the school during the Annual Open House held on Washington's birthday. . . . The register of the Harvard Class has been compiled and may be obtained by all who are looking for individuals well qualified for work with the blind. . . . The Map-of-the-Month, which has been published for some time by the WPA Project in co-operation with Perkins, will hereafter be published and distributed by the Howe Memorial Press of Perkins alone, as the WPA Project has been closed for the present. . . . On February 2 the Deaf-Blind Depart-

ment of Perkins gave a Silver Tea in honor of the fiftieth anniversary of the Volta Bureau, and contributed a sum of fifty dollars to the fund being raised by the Bureau. . . . Six boys of the Perkins Boy Scout Troop participated in a competition of scout activities held at Overbrook over the week-end of April 5. . . . On April 20 the Spring Concert of the Perkins Chorus will broadcast over Stations WBZ and WBZA. . . . John Morrison, a postgraduate student, is taking a special course at the Nylin School of Swedish Massage. Six Upper School pupils are taking a course in massage theory and practice in the Physiotherapy Department.

The Christian Record Benevolent Association.—The association is now publishing a magazine for children entitled *The Children's Friend.* The staff of the organization is as follows: Miss Edna Wallace, office clerk; Mrs. Armenta Zadina, proofreader; Mr. Albert H. Macy, stereotyper; Mr. Dean C. Duffield, pressman; and Mrs. D. D. Rees, librarian. Mr. D. D. Rees is the manager and editor.

Michigan Employment Institution for the Blind.—The Institution will assume direction of the sales force throughout the state which markets the products of 150 blind persons in Michigan. Since 1929 a private organization has disposed of the products manufactured by sightless persons. The new arrangement is designed to eliminate the unfair competition of salesmen who have solicited business under the pretext of helping the blind. The Michigan Social Welfare Commission, which has jurisdiction over the Institution, ratified the new plan on March 27. Approval of the plan has been obtained from Budget Director Gus T. Hartman, and approximately forty salesmen got their official supplies at the end of March. Theodore Tykal will continue to direct the sales force under state direction. Mr. Tykal was head of the private organization that formerly disposed of the products of the Michigan blind. Under the new arrangement, with the sales staff working on commission, the profits will be turned back to the Institution.

Grand Rapids Public School Classes.—Sally Green, ten-year-old pupil in the braille class of the Ottawa Hills Elementary School, won the national poetry contest sponsored by Camp Fire, Inc. Her award will be presented at the annual spring Council Fire. Sally was the youngest of the competitors to reach the finals of the poetry contest which called for original poems on subjects selected by the girls themselves. Sally chose "The Leaves" as her subject.

Utah Commission for the Adult Blind.—Mr. Einar R. Magdiel has been appointed Consultant for the Blind in the State Department of Public Welfare in charge of the program of medical and surgical eye care, liberalization of Aid for the Blind, and other phases of welfare work. A fund has been set up to provide operations and treatment for persons threatened with blindness. This service is not restricted to welfare clients, but is offered to any eligible citizen unable to meet doctor or hospital expenses. Mr. Magdiel is a former pupil of the Utah School for the Blind, and graduated from the University of Utah with an A.B. degree in sociology. He was previously engaged in work with the blind at the Utah Commission for the Adult Blind. . . . A workshop for the blind has been opened at Ogden as a branch of the shop in Salt Lake City. Brush-making, reed-ware, rubber-mat making, mop-making, and caning will be carried on under the supervision of Mr. James H. Smith. . . . The Utah Association for the Blind, a private group of blind persons and their friends, donated five hundred dollars to the Commission for a hardwood floor in the recreation hall. . . . Mr. Lee Lovinger, a business man of Salt Lake City, has contributed two hundred dollars to the Utah District Lions Club to send one or two blind persons from the state to The Seeing Eye for training with guide dogs. Two Utah men have already been sent to Morristown for training, and two others will be sent soon. The Lions have appointed as a permanent committee to supervise the fund: Mr. Lovinger; Mr. D. A. Skeen, a former International Director of the Lions; Mr. Murray B. Allen; and the Lions District Governor.

Oregon Blind Trade School and Commission for the Blind.—So that bus and street-car operators may know when blind men wish a car to stop, a new white cane manual devised by Mr. L. A. Buell has been approved by the Portland Traction Company. The blind man does a "left shoulder arms" with his cane. Bus and traction companies are instructing their drivers to observe the signal.

Kansas School for the Blind.—Two graduates of the Kansas School are now majoring in music at Bethany College, Lindsborg, Kansas. Miss Natalie

Miller, a piano major, is a Junior, and Mr. Kenneth Heim, enrolled in the general supervisor's course in the department of music education, is a Sophomore. Miss Miller and Mr. Heim are the first sightless students ever to enroll at the college.

Minneapolis Society for the Blind.—The Society has recently organized a bowling team for young men. The newly organized team, which is captained by Glen Dobbin, will bowl every Wednesday afternoon. The Society plans to organize other teams with the purpose of forming a complete league next year. . . . At a recent meeting of the Society, Mrs. Arthur W. Strong was elected President for the twenty-fourth consecutive term. Under Mrs. Strong's leadership, the Society has progressed from a service limited to the work of one secretary, and equipment consisting of a desk in borrowed space, to an organization with its own building, a full social welfare program, sheltered workshop, and home industries. The shops now occupy three floors of a modern factory building. Last year the organization gave employment to seventy-four blind workers and paid them more than twenty thousand dollars in cash earnings.

Nebraska Association for the Blind.—The Association has been actively engaged for the past six months in considering proposed legislation for the purpose of determining what bills to support in the coming session of the unicameral legislature which meets in January, 1941.

Central Association for the Blind (Utica, N. Y.).—At a meeting of the Board of Directors of the Association, Mrs. Edna W. Dickinson was appointed Industrial Supervisor.

Wisconsin School for the Blind.—On January 15 the local Rotary Club (Janesville) scheduled an afternoon student concert and evening program by David Rubinoff for the purpose of raising money for Camp Rotamer. At luncheon that noon Mr. Rubinoff was the guest of the Rotarians and in the course of the conversation Rotarian Superintendent Longanecker mentioned that a goodly number of the students of the Wisconsin School would be in the audience at the afternoon concert, and that as members of the school student orchestra they were eagerly looking forward to the occasion. Mr. Rubinoff was immediately interested, said he would like to hear the orchestra, and would like to have his picture taken with them. A photographer was summoned, the orchestra quickly assembled, and the suggestion soon became a reality. Under the direction of Mr. Herbert Adams the orchestra played *March Pontifical* and two preludes by Chopin. During the third selection, *Danube Wave Waltz,* Mr. Rubinoff took one of the student violins and played with the group. After the impromptu program Rubinoff criticized the students' playing, offered suggestions, and showed the group his Stradivarius valued at one hundred thousand dollars. . . . By long established custom the two literary societies of the school (White Rose, Girls; Lincoln, Boys) have in alternating years been the hosts and hostesses at a formal dance for the combined membership of the clubs. On Saturday, January 27, the White Rose Club gave its party, a Leap Year Formal Dance. All phases of the occasion were handled by student committees assisted by faculty advisors. Money for the programs, orchestra, etc. was raised through a doughnut-coffee sale that had been held a month or so previously, and through dues and fines collected from members in the course of the year. Each girl selected her partner, and the dance programs were made out in advance.

New York Institute for the Education of the Blind.—The Senior Chorus has made a number of appearances recently on important radio programs. Among these were: The Lanny Ross Program over the Columbia Broadcasting System and Miss Singleton's Program over the same system. . . . The third season of Camp Wapanacki, Hardwick, Vermont, conducted exclusively for handicapped children, will open on July 1 for the boys and August 1 for the girls. The closing dates are July 29 for the boys and August 29 for the girls.

Montana School for the Deaf and Blind.—The Montana Farmers' Union held a short course in Great Falls recently, and approximately forty members of the organization visited the school. Pupils in the blind department presented a musical program, and a demonstration of the teaching methods used to instruct blind and partially blind pupils was given. . . . The Junior League of Great Falls deposited the sum of $150 in the school account for the use of the Girl Scouts. The money will be used to buy equipment, uniforms, and project material.

THE BLIND IN ART

On March 8 an exhibition of particular interest to our readers opened at the Museum of Modern Art in New York City. The title of the exhibition is "Visual and Non-Visual Art Expression," and it was arranged by Viktor Lowenfeld, Professor in the Art Department of Hampton Institute, Hampton, Virginia. Professor Lowenfeld's book *The Nature of Creative Activity* was reviewed in these pages some time ago, and the exhibition exemplifies the theories set forth in this widely acclaimed work.

The exhibition comprises eighty original paintings and drawings and sixty-four photographs of sculpture. Most of the exhibits were made by the students in classes conducted by Professor Lowenfeld at the *Blinden Institut Hohe Warte,* Vienna.

Professor Lowenfeld states that there are two creative types—the visual and the haptic type. "We can clearly distinguish the two creative types, both by the products of their creative activities and by their attitude toward their own experiences. The one type mainly uses the eyes as the intermediaries for his impressions, whereas the other type is more concerned with its subjective experiences as touch impressions and bodily feelings. I have called the first type the 'visual type' and the latter the 'haptic type' (non-visual).

"Having investigated thousands of creative works of all age groups of blind and normal-sighted persons, I found extreme cases of both types—visual types among the blind and haptic types among the normal-sighted pupils.

"A blind person reacts visually if he is able to receive out of his touch-impressions a simultaneous imagination similar to our visual images. Only 35 per cent of the totally blind individuals can come to such impressions. The other extreme case is a normal-sighted person who does not use at all his sight for his creative work. He creates like a blind person, using only his touch impressions and his bodily feelings.

"These extreme cases, which are to be found by no means rarely (the exhibition includes many of them), show not only that the physical conditions do not determine the creative type but also that the imaginative activity and even the ability to give objective form to the creations of the imagination by no means depend on the capacity to see or observe things."

The exhibition, which will close on May 1, has been attended by thousands of students, educators, and interested laymen. It has not only received the favorable criticism of art educators and the press, but also contributed to convincing the public of the ability of the blind child in the realm of creative activity.

FORM OF BEQUEST

I give and bequeath to the
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the sum of .....*Dollars*
for the general use of said corporation.

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.....

.....
(Signature)

POSITIONS WANTED

VOCATIONAL COUNSELLOR—Young man, holding M.A. degree, desires position in a school for the blind as vocational counsellor, teacher, or health director. Address: G. E., in care of *Outlook for the Blind*.

A.A.I.B. CONVENTION

The Thirty-fifth Biennial Convention of the American Association of Instructors for the Blind will meet at the Western Pennsylvania School for the Blind in Pittsburgh, Pennsylvania, June 24 to 27.

Those attending the convention can be housed at the School at the rate of $2.50 per day. Since the School's accommodations are limited to 180 guests, accommodations may also be had at the Webster Hall Hotel, one block from the School, or at the Schenley Hotel, four blocks from the School. Delegates housed outside the School may secure meals at the School at fifty cents each.

All requests for reservations should be addressed to Superintendent B. S. Joyce, Western Pennsylvania School for the Blind, Pittsburgh, Pennsylvania.

MOON PUBLICATIONS

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3574	*Great Books Re-told as Short Stories,* by A. Praga. (Completion of series). Vol.	*2s. 6d.*
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SPORTS FOR BLIND WOMEN

Early last spring the Toledo Society for the Blind organized a gym and swimming class for blind women at the Y.W.C.A. The examining physician remarked when she was giving the required physical examination to this group, "They will have a grand time trying to swim, but most of those women are too old to learn." We are happy to report now that almost every member has learned to swim and all of those who have reported regularly can swim. Two women, past fifty years of age, totally blind, can swim the length of the pool. They have been blind all their lives and having never seen anyone swim, they tell amusingly how they thought this feat was accomplished before they learned the stroke. Each Monday afternoon half an hour is spent in the gymnasium under the supervision of a good instructor, then gym suits are discarded, a shower taken, and bathing suits donned for swimming. The Y.W.C.A. pays half the piano player's salary in the gym, and the Society pays the other half. The Y.W.C.A. supplies the suits and the instructor for the pool, and the Society pays five cents per suit to have them sterilized. The Society pays transportation one way to the "Y" and the members of the class pay one way. Annual physical examinations are given gratis by the woman physician in charge.—*From the* ANNUAL REPORT *of the Toledo Society for the Blind.*

OUR CONTRIBUTORS

W. H. Ebeling is Executive Vice-President of The Seeing Eye.

Lydia Y. Hayes, a pioneer home teacher, was for more than twenty-five years Executive Officer of the New Jersey Commission for the Blind.

Ernest F. Hoyer is Instructor in First Aid for the New York Chapter of the American Red Cross.

Peter Kasius is Associate Director of the Bureau of Public Assistance, Social Security Board.

Madeleine Seymour Loomis, Instructor of Braille Reading and Writing, Teachers College, Columbia University, is the author of *You Can Learn To Read Braille*.

Fred A. Schumacher is associated with the Bureau of Public Assistance in the New York State Department of Social Welfare.

Peter J. Salmon is Assistant Director of the Industrial Home for the Blind, (Brooklyn, N. Y.) and Vice-President of National Industries for the Blind.

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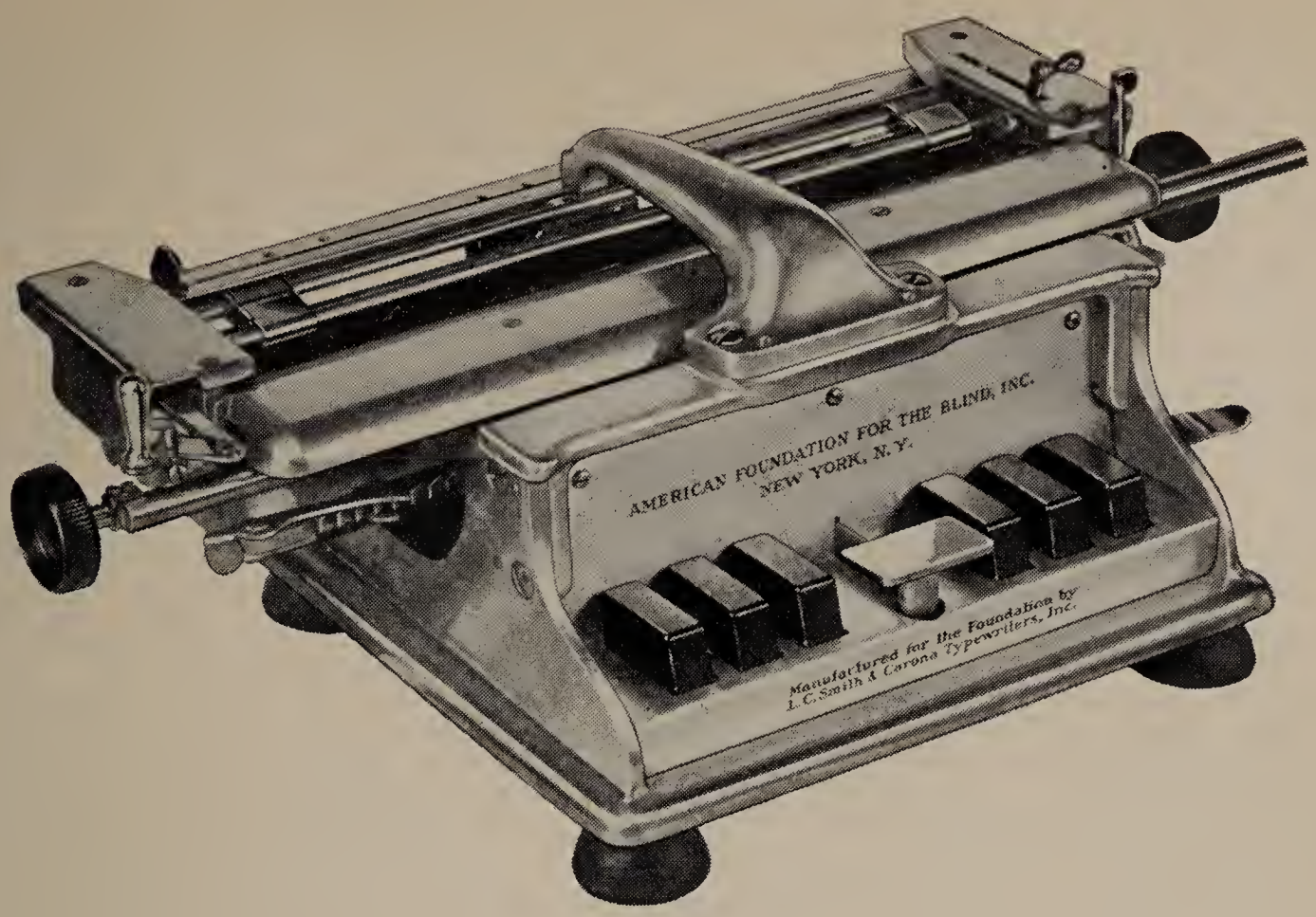

Braille Typewriter

In the American Foundation for the Blind braille typewriter are incorporated many of the convenient features of the regular typewriter, as well as the more desirable characteristics of the Hall and other braille machines. The L. C. Smith & Corona Typewriters, Inc., manufactures this machine for the Foundation at a price which yields little or no profit to the company. The high quality of workmanship which characterizes the products of this company assures the best possible machine.

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Adjustable margin stops, air cushion feet and a carriage-lock lever which holds the machine rigid while being carried

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S-10 Portable spring-driven, with headphones, without loudspeaker or radio.....$25.00

U-13 Portable electrically-driven, with headphones, without loudspeaker or radio; may be connected by competent radio man with most radios (A.C. & D.C.).....$29.00

U-14 Portable, electrically-driven; with loudspeaker but no radio (A.C. & D.C.)*.....$39.00

AC-15 Portable electric five-tube radio-phonograph combination, with loudspeaker (A.C. only)*.$49.00

U-16 Portable electric five-tube radio-phonograph combination, with loud-speaker (A.C. & D.C.)*.....$52.00

U-17 Console radio-phonograph combination, modernistic style walnut cabinet, with 12" high fidelity loudspeaker (A.C. & D.C.) contains 7 tube radio set, foreign short waves and broadcast band. Size 35½ x 22½ x 14½"*.....$100.00

U-21 Same style as Model U-17, but contains 13 tube radio set.*.....$120.00

Note: Model AC-15 supersedes Model AC-12; Model U-16 replaces Model U-10

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OUTLOOK FOR THE BLIND

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CHARLES W. HOLMES—AN APPRECIATION

By MAURICE I. TYNAN

OUR FRIEND AND CO-WORKER passed away quietly at his home in Hingham, Massachusetts, on April 17, 1940 after a long illness. With his passing, work for the blind has lost one of its greatest pioneers and outstanding leaders, and although he has been taken from us, the memory of his sterling qualities will be engraved on our hearts as long as we live, and his many achievements and contributions will be a lasting monument to his work and ideals.

Charles W. Holmes was born in Stanstead, Quebec, on April 23, 1874, and although born in Canada, he belonged both to Canada and the United States, inasmuch as his parents were citizens of the United States residing in Canada.

At the age of ten years, as the result of typhoid fever and spinal meningitis, he lost his sight, and shortly thereafter entered Perkins Institution and Massachusetts School for the Blind where he was soon recognized as a brilliant student and as having unusual musical ability. He graduated from Perkins Institution in 1890 at the early age of sixteen. In addition to the usual academic subjects, he had studied violin, organ, pianoforte and harmony. The following year he was granted a post-graduate course in the musical department. During this year and the two years following, he studied privately with some of the best teachers in Boston. This was followed by a season's special study of the violin in Berlin, Germany. Upon his return to America, he immediately entered upon an engagement which continued for eleven years in the Music Department of the Stanstead Wesleyan College, Stanstead, Quebec, giving instruction in violin, organ, theory, harmony and counterpoint.

During the latter half of this period he held the post of Headmaster of the Eastern Townships College of Music into which the Music Department of the Stanstead Wesleyan College had evolved.

In recognition of his musical ability and

merit, Mr. Holmes was awarded the Fellowship of the Toronto College of Music in 1901, and the degree of Licentiate of Music in 1923.

Mr. Holmes' ability as a teacher was demonstrated by the fact that while he was at Stanstead, in competitive examinations held throughout the Dominion of Canada, one of his violin pupils took first place in his final year and one of his organ pupils led the Dominion for two consecutive years. As further proof of his ability and the confidence he had inspired, a blind man was appointed to succeed him and he continued to hold the position until recently. About the time Mr. Holmes resigned his position at Stanstead, the Reverend C. R. Flanders, Principal of the College, wrote of him as follows:

"It is a sincere pleasure to me to bear testimony to the highly satisfactory way in which he has discharged his duties as a member of the College Staff. Mr. Holmes is a man of strong personality, boundless energy, and tireless devotion to his work. His musical ideals are exalted, and he has the rare faculty of awakening in his students an interest and enthusiasm in whatever subject he teaches. As a violinist he possesses exceptional ability, and is ever received with enthusiastic applause by our audiences which have listened to him often with undiminished appreciation. As a teacher of the pipe organ he has shown ability and thoroughness and his pupils have always made exceptionally good progress.

"Mr. Holmes, in my opinion, is eminently fitted for a larger sphere of work than Stanstead affords, and this conviction alone could reconcile me to the severance of his relations to the College, which have ever been most pleasant and cordial."

In 1906 Mr. Holmes was called to the newly organized Massachusetts Commission for the Blind, one of the first organizations for the adult blind in the United States where he served in the capacity of Superintendent of Employment for Men.

From 1905 to 1915 he was Chairman of the First Uniform Type Commission where he served with great distinction and was in no small way responsible for the satisfactory results achieved by this Commission which adopted as a uniform type in this country Revised Braille Grade One and a Half. It was this wise decision on the part of the Commission which made it possible later to adopt the present braille system which is now uniformly used throughout the English-speaking world. Thus much waste of money and a great deal of confusion were eliminated.

From 1915 to 1919 he was President of the American Association of Workers for the Blind and for years was one of the Association's outstanding members. He took an active interest in drafting the constitution and by-laws of the American Foundation for the Blind and was active at the meeting of the American Association of Workers for the Blind when the Foundation was actually established.

In 1918 he accepted the post of Director of the Canadian National Institute for the Blind which he organized and directed for five years. Mr. Holmes' organizing ability and this pioneer work have been in no small measure responsible for the success of this great organization.

Of his work in Canada, Colonel Baker said when the A.A.W.B. honored Mr. Holmes with the Shotwell Memorial Award:

"Whenever I think of pioneers in our field, I like to think of what I call the 'Old Guard,' and in this group I invariably think of Mr. Charles W. Holmes. For many years, Mr. Holmes was a familiar figure on committees and in meetings of this Association. He was always foremost among the foremost in the development of, and efforts to improve, services to blind people, and in the prevention of blindness. He served as President of this Association during the period 1915-1919.

"Apart from his contribution to work for the blind in Massachusetts and the eastern part of the United States, Mr. Holmes did much to establish our Canadian National Institute for the Blind throughout Canada. For this reason, I consider the presentation of this Shotwell Memorial Award for Meritorious Service a distinct privilege, since it gives me the opportunity to express,

in public to this Association, the gratitude of the officers and members of the Canadian National Institute for the Blind, and of the people of Canada, to Mr. Charles W. Holmes, who during the period of 1918-1923 was the Organizer and Director of our Institute. He was primarily responsible for the development of our organization in its early stages, and for the establishment of services which, though largely developed since those early days, still, and I believe always will, bear the mark of his organizing genius. He was a forthright character, strong and unyielding on questions of principle, energetic in the pursuit of any chosen objective, and of unquestionable integrity. He gave our work such an impetus that we will always remember him with gratitude.

"I desire to express my personal regard for Mr. Holmes and my gratitude to him, since he taught me as a young worker in the field many of the precepts and principles which I have found so important throughout the years. I am most grateful for this opportunity to express our regard for Mr. Holmes, both on behalf of the membership of this Association in general, and of our Canadian workers in particular."

Upon returning to the United States, Mr. Holmes organized the South Shore School of Music which he directed and managed until the death of his daughter, Stella, in November, 1939.

He was President of the Perkins Alumni Association for fourteen years during which period the Association raised funds among its members to present the school with a new organ.

Our friend was a man of boundless energy and enthusiasm and gave his best to anything he attempted. He was given the Shotwell Memorial Award for Meritorious Service by the American Association of Workers for the Blind in 1939. His attitude toward the various tasks which confronted him are best indicated in his response when presented with this award:

"It has always been my policy to do, day by day with a will, what the hand found to do in the way which the head and heart, acting as mutual checks upon each other, seemed to indicate as the best way then available, and to search for a better way, if possible."

An appreciation of Mr. Holmes would not be complete without referring to his private life. Those who were privileged to be numbered among his many friends could not help but be aware of the mutual love and devotion exhibited in his family life. He was a gracious and considerate gentleman, generous, kind, and thoughtful at all times. Mr. Holmes never attempted any task without doing his very best. He was most capable and enjoyed doing things about the home in order to have more time with his family. In fact, he could keep house, including the preparation of meals, as well as most women, yet he was a man among men. He enjoyed working with his hands and has been known to cane chairs just for the sheer love of doing it. He loved good wholesome humor, loved people, and had an abiding faith in his fellow man and was hurt and disappointed if this was not 100 per cent reciprocated. He was modest and always anxious to give other people an opportunity to progress and to receive full credit for any achievement. His attitude toward his wife and the part she played in his success is indicated again in his response when he was presented with the Shotwell Memorial Award:

"But I cannot accept this honor for myself alone. I should, by implication, be unfair to the point of being dishonest, if I refrained from rendering to my beloved wife full credit for the counsel, help, and unfailing loyalty with which she has supported me in the study of every major problem and execution of every major decision with which I have been faced since our partnership began, yet all so unostentatiously that few people have suspected her real relation to work for the blind."

His life was not without its tragedies and discouragements, the greatest of which was the sudden death of his daughter, Stella, which occurred when he himself was on his deathbed, as the bond of affection and companionship between them had been unusually close. In speaking of the tragedies in his life, his friend, Dr. Sherman C. Swift wrote:

"But through sunshine and storm, our friend

maintained a cheerful spirit, an abiding trust in the ultimate good of mankind, and an unshakable faith in God."

As a final tribute to Charles W. Holmes, the clergyman, a close friend of the family who conducted the funeral services for Mr. Holmes and his daughter, concluded in part:

"A simple but sincere tribute to one in whose face and life I saw something of glorious beauty and eternity.

"Father, amidst the toil and confusion of our world, we thank Thee for this life which brought light to many who sat in darkness. Which unseeing, yet showed the path and way of life to many.

"Blessed indeed are they who bring light to them that sit in darkness, for of them we can say in truth and thankfulness 'Blessed is He who cometh in the name of the Lord'.

"In this Thy son, our friend, we have revealed the fact that Thou never leavest the sons of men without a comforter, for through him have light and peace and salvation been brought into many lives that sat in darkness throughout our land.

"Father, the life of our friend has borne witness of itself and of Thee. We give Thee back Thine own. For all such lives we give Thee heartfelt thanks."

Mr. Holmes is survived by a son, Dennison Holmes, and by his wife, Mrs. Ethel C. Holmes of Hingham, Massachusetts, to whom we extend our profound sympathy.

EASTERN HOME TEACHERS' CONFERENCE

By Stetson K. Ryan

The Eastern Conference of Home Teachers will hold its biennial meeting this year at the St. George Hotel in Brooklyn, the sessions to be opened Wednesday evening, September 4, and to be continued until noon on Saturday, September 7. The Committee on Time, Program and Place of the conference, of which Miss Mary E. French of Rhode Island is the chairman, held an all-day meeting on April 16 at Hartford where tentative plans for the meeting were made. The morning and evening sessions will be devoted to papers and discussion periods, but the plan now is to have Thursday and Friday afternoons given over to visits to organizations in Brooklyn and New York which are engaged in work for the blind.

At the formal sessions such topics as Vocational Guidance, Vocations, Commission Activities, Stand Operation, Social Work In Its Application to Home Teaching, Activities of National Agencies, Problems Pertaining to Talking Book Appliances, and Psychology as Applicable to Blindness will be discussed by experts. One of the evening sessions will be devoted to papers by physicians on topics pertaining to blindness.

Francis J. Mack, one of the field workers for the Industrial Home for the Blind in Brooklyn, is a member of the committee of the conference which is arranging for the meetings. Mr. Mack will have charge of certain of the details pertaining to local arrangements. Each of the three local organizations for the blind in Brooklyn will be invited to co-operate in making this ninth convention of the Eastern Conference a success. Home teachers in the New England states, the District of Columbia, Maryland, New Jersey, New York, Ohio, Pennsylvania, South Carolina, and Virginia are now included in the membership of the conference. It is expected that more than one hundred delegates will be present at the meetings. Mrs. Gladys Bolton Stevens, a home teacher in Massachusetts, is the president of the conference.

AMERICAN ASSOCIATION OF INSTRUCTORS FOR THE BLIND

Thirty-fifth Biennial Convention—Pittsburgh, Pennsylvania—June 24–28, 1940

TENTATIVE PROGRAM

Monday, June 24

8:00 P.M.—GENERAL SESSION.

Music—To be arranged by Superintendent B. S. Joice, Western Pennsylvania.

Invocation—To be arranged by Superintendent B. S. Joice.

Address of Welcome—Eugene L. Connolly, President Board of Directors, Western Pennsylvania.

Response—Superintendent Eber L. Palmer, New York State.

President's Address—"Some Fundamentals in the Education of the Blind," Superintendent J. S. Ganey, Alabama.

Informal Reception—To be arranged by Superintendent B. S. Joice.

Tuesday, June 25

9:00-12:00 A.M.—GENERAL SESSION.

Music—Piano, Miss Mary Lu Reeder, Iowa.

Music—Violin, Wade Drennen, Iowa.

Introduction of New Superintendents—J. S. Ganey, Alabama, President.

Address—"A New Discovery of America," Dr. C. J. Williamson, Professor of Church History and Government, Pittsburgh Xenia Theological Seminary.

Address—"The Elementary School Looks Forward," Dr. Walter L. Collins, Director, Division of Instruction, Ohio State Department of Education, Columbus.

Announcement Regarding Exhibits—Miss Georgie Lee Abel, Iowa, Chairman.

Appointment of Committees.

Announcements.

1:30-2:30 P.M.—GENERAL SESSION.

The Blind in the Argentine—Dr. M. E. Frampton, Principal, New York Institute for the Education of the Blind.

Teaching the Blind in India—Mr. Natesh Mudalier, Principal of the Deaf and Blind School, Mysore, India; Mr. A. Shah, Teacher in Calcutta School for the Blind, Calcutta, India.

Teaching the Blind in Egypt—Mr. Reid Askar, Head of Special Education Department of the Kingdom of Egypt.

Teaching the Blind in South Africa—Mr. P. T. Theron, Head of the Handicapped Department, the Union of South Africa.

2:30-4:30 P.M.—SECTIONAL MEETINGS.

Commercial—Junior and Senior High Schools—Superintendent A. L. Brown, Colorado, Chairman.

The Aims of Commercial Training in Schools for the Blind—Vocational and Prevocational—Superintendent A. L. Brown, Colorado.

Discussion—Miss Louise Anderson, Iowa.

What Is the Best Method of Correlating Typing With English?—Miss Etta F. King, Western Pennsylvania.

Discussion—Miss Mona E. Palmer, California.

Fourth, Fifth and Sixth Grades—Superintendent Robert D. Morrow, Arizona, Chairman.

How Can the Correlation of Classwork Be Made an Integral Part of the Lower Grades?—Superintendent Robert D. Morrow, Arizona.

Discussion—Seldon W. Brannon, West Virginia.

Overcoming the Physical and Mental Slump in the Intermediate Grades—Miss Louisa Walker, South Carolina.

Discussion—Oscar Newman, New Mexico.

Geography—Dr. W. W. Spellings, Principal, Tennessee, Chairman.

Geography: A Human, Dynamic Study—Dr. W. W. Spellings, Tennessee.
Geography as an Aid to the Interpretation of History for the Blind Child—Miss Grace Koehne, Indiana.
General Discussion.

Kindergarten, First, Second and Third Grades—Mrs. May Hammond, Michigan, Chairman.
Capitalizing the Value of Models to Meet the Demands of the Current Trend in Primary Education—Mrs. Alice Chatfield, Ohio.
The Types of Braille to Be Used in the Lower Schools—Francis M. Andrews, Principal, Perkins.
General Discussion.

Mathematics—Junior and Senior High Schools—Superintendent Y. L. Fontenot, Louisiana, Chairman.
Time Saving Devices for the Blind in Mathematics—W. E. Chadderdon, Louisiana.
The Use of Apparatus to Make Junior and Senior High School Mathematics Less Abstract—Mrs. R. H. Woodward, Alabama.
General Discussion.

Music—Mr. Bassett W. Hough, New York Institute, Chairman.
The Place of Music in a Curriculum for the Blind—Bassett W. Hough, New York Institute.
Recording Machines as an Aid in Teaching Music—Miss Elizabeth Stolz, Ohio.
Discussion—Miss Annie Ruth Parr, Tennessee.
Questions for General Discussion: New trends in music methods in schools for the blind. An evaluation of ensemble work in schools for the blind. The field for the blind organist. The importance of staff notation in the music course. Some problems in teaching stringed instruments.

Piano Tuning—Mr. Hobart Stephenson, Illinois, Chairman.
New Methods in Piano Tuning—George Rice, Ohio.
Employment Possibilities—Hobart Stephenson, Illinois.
Questions for General Discussion: Should the objectives of this course be considered purely as vocational? Or should therapeutic values and hand training advantages be taken into account? It has been found that many pupils learn to tune rapidly and well, who, lacking mechanical aptitude, are not able to master the intricacies of repair work. Would there be any advantage in the awarding of separate certificates in these separate phases of the course? What methods for procuring work, and what forms of advertising are best adapted to the marketing of piano service? How can a school for the blind be of service to former pupils who are following the profession of piano tuning?

Superintendents, Principals and Supervisors—Dr. C. J. Settles, Superintendent, Florida, Chairman.
The Use of the School Library—Superintendent W. E. Allen, Texas.
The Obsolete in Our Curricula—Superintendent J. Doyle Best, Tennessee.
A Restatement of the Justification of Large Expenditures on the Education of the Blind in the Light of Their Social and Economic Destiny—Principal Albert G. Cowgill, Overbrook.
The Use of the Radio in Schools for the Blind—Robert Barnhart, Perkins-Harvard Class.
Demonstration of Teaching the Deaf-Blind—Jackie Coker, Pupil, Mrs. Helen Bloomer, Teacher, Arizona School for the Deaf and Blind.

Place—Stephen C. Foster Memorial Auditorium.

8:00 P.M.—GENERAL SESSION.

Music—Alumni Chorus of the Western Pennsylvania School for the Blind.
Address—"Life and Works of Stephen C. Foster," Fletcher Hodges, Curator of the Foster Memorial, Pittsburgh.

Wednesday, June 26

9:00-12:00 A.M.—SECTIONAL MEETINGS.

Dietetics and Health—Miss Olene Peterson, Michigan, Chairman.
The Importance of Diet to the Health of the Blind Child—Miss Olene Peterson, Michigan.

Proper Eating Habits—How Best Taught to the Blind Child—Mrs. Katherine Holcomb, Overbrook.
General Discussion.

Dormitory Management and Meeting of the Superintendents' Wives—Miss Elda M. Barnes, Ohio, Chairman.
To What Extent Should a Matron Act as an Adviser and a Supervisor?—Miss Elda M. Barnes, Ohio.
Is It Advisable to Have Boys and Girls Assist with Household Duties?—Superintendent Walter R. Dry, Oregon.
Questions for General Discussion: Should all or only a part of the recreation hours be supervised? For how many children should a matron be directly responsible?

English—Junior and Senior High Schools—Miss Caroline Heidel, Idaho, Chairman.
The Importance of Speech Education in Schools for the Blind—Mrs. Sina V. Waterhouse, Perkins.
How Dramatics Can Become a Medium of Expression for Blind Students—Miss Maurice Norton, Oklahoma.
General Discussion.

Home Economics—Junior and Senior High Schools—Miss Lois V. Cox, Maryland, Chairman.
How Home Economics Can Be Integrated with Other Subject Matter in Accomplishing the Desired Educational Aims—Miss Lois V. Cox, Maryland.
Discussion—Miss Doris E. Foster, New York State.
Teaching Devices I Have Found Helpful in Presenting Foods, Clothing, Family Relationship, Nutrition, and Care of Younger Children—Mrs. Doris Horch, Ohio.
Questions for General Discussion: Is it practical to have in our home economics department elaborate equipment which the children do not have in their homes? Do our home economics courses equip our students for successful homemaking? Would a course of study in home economics for schools for the blind be helpful? To what degree are we justified in requesting a segregation of the *special* pupils and those that are candidates for graduation?

Industrial Arts—Miss Lois I. Clifford, Western Pennsylvania, Chairman.
Upon What Points Are We Justified in Judging the Desirable Industrial Activities in Schools for the Blind?—Robert Mulligan, New York State.
The Advantages and Disadvantages of Trades Training in Schools for the Blind—Frank Roznowski, Michigan.
What Is the Relation of Blind Relief to Our Educational Plan from the Vocational Viewpoint?—Superintendent Laurens Walker, South Carolina.
What Material Value Is Industrial Arts Instruction to the Mass of Blind Youth Under the Present Blind Relief System?—Miss Violet Bushan, New Mexico.
Handcrafts for the Retarded Blind—Royer-Greaves School for the Blind, King of Prussia, Pennsylvania.
General Discussion.

Music—Bassett W. Hough, New York Institute, Chairman.
How May Music Be Made Better to Serve Individual Differences in Children?—Mrs. Mabel Leive, Indiana.
Singing as a Prime Influence on Students of Residential Schools—Miss Armeada Woods, Illinois.
Discussion—Lester Best, Missouri.
Questions for General Discussion: Which musical subjects are the blind best fitted to teach? Some ways in which musical Braille might be simplified for beginners and adults. Some experiences in work with band and orchestra.

Physical Education—Dr. Neal F. Quimby, Overbrook, Chairman.
What Activities That May Be Taught in a Physical Education Program May Be an Incentive for Leisure Time Activities?—Dr. Neal F. Quimby, Overbrook.
What Should Boys and Girls Do With Their

Free Time in Residential Schools?—Miss Dorothy Post, Virginia.

Questions for General Discussion: Possible methods of coordinating the physical education program with the school health department. Selling the corrective gymnastic program to the classroom teachers. The place of games in the physical education program.

Superintendents, Principals and Supervisors—Dr. C. J. Settles, Superintendent, Florida, Chairman.

Piano—Scherzo E Minor (Mendelssohn)—Valse A Flat, Op. 42 (Chopin)—Miss Antoinette Canacari, West Virginia.

Employment Possibilities—Old and New—Dr. P. C. Potts, Assistant Director, American Foundation for the Blind, New York, N. Y.; J. F. Clunk, Supervisor Service for the Blind, U. S. Office of Education, Washington, D. C.

The Development of Models as Aids in Teaching the Visually Handicapped—O. J. Hill, Ohio; Edward J. Waterhouse, Perkins.

Results of Braille Reading Survey—Principal W. R. Niday, Ohio.

The Home Teacher Meets the Pre-school and the Post-school Child—Miss Irene Jones, Home Teacher, Society for the Aid of the Sightless, Salt Lake City, Utah.

2:00-4:00 P.M.

Biology—Senior High School—Mr. Byron B. Ballard, New York State, Chairman.

The Extent and Importance of Laboratory Work in Biology Classes—Superintendent Edwin G. Peterson, Montana.

What Features Should Be Considered in Selecting a Text in Biology for the Blind?—Joseph H. Botts, Missouri.

General Discussion.

Business Management—Superintendent Leslie M. Hays, Iowa, Chairman.

Panel Discussion:

Instructional Costs—Superintendent R. W. Woolston, Illinois.

Housing Cost Per Pupil—Dr. M. E. Frampton, Principal, New York Institute.

Cost of Hospitalization—Superintendent J. Doyle Best, Tennessee.

Non-Educational Costs per Pupil Basis—Superintendent John F. Bledsoe, Maryland.

Fourth, Fifth and Sixth Grades—Superintendent Robert D. Morrow, Arizona, Chairman.

Round Table:

Grade level upon which various subjects should be introduced.

Rotation of courses and the grade for each.

Should more emphasis be placed upon the teaching of place geography in schools for the blind than is given in the public schools?

To what extent is geography correlated with other subjects, such as music, mathematics, history and English?

What proportion of a teacher's time should be given to the pupils who habitually seek the lines of least resistance? To the industrious, capable child?

At the end of the sixth grade the child is entering high school. What definite, fundamental habits should have been established by this time?

Should history be taught in the fourth grade as a separate subject or incidentally?

Do you recommend "home" work?

Script writing: method, time spent and how to make it effective.

Advantage of spelling frame.

Are we justified in passing to the next grade those who can do passing work orally but can neither read nor write Braille?

Special health problems in middle grades.

Note: All persons attending this session should feel free to enter into these discussions and to present other pertinent questions.

General Science—Junior and Senior High Schools—Superintendent F. E. Davis, Arkansas, Chairman.

Some Ways of Teaching Attitudes and Methods in Science—Paul C. Mitchell, New York Institute.

The Importance of a Laboratory in Science Classes—What Should Be in It?—R. E. Long, Wisconsin.

History—Junior and Senior High Schools—Mr. Donald W. Overbeay, Kansas, Chairman.
The Function of History in the Modern World—Donald W. Overbeay, Kansas.
Discussion—Paul L. Neal, Perkins.
The Use of Models to Demonstrate the Living Past—Superintendent J. W. Williams, Georgia.
Discussion—Edward H. Brayer, New York State.

Kindergarten, First, Second and Third Grades—Mrs. May Hammond, Michigan, Chairman.
How and When to Teach Braille Writing—Miss Grace Badgley, Ohio.
Language Problems with Special Emphasis Upon Spelling—Mrs. Alma Reid, Iowa.
Questions for General Discussion: How can closer articulation between educational units be realized? How much use should be made of tests and measurements as an aid in determining student achievements and difficulties in the lower grades? What are the merits of different teaching methods of primary number work?

Panel Discussion and Round Table—Superintendent F. M. Longanecker, Wisconsin, Chairman.
Round Table Discussion:
Tests for the Blind—Dr. Samuel P. Hayes, Mount Holyoke College, South Hadley, Massachusetts.
Discussion—Miss Mildred Schorpp, New Mexico.
Special Education of the Visually Handicapped—Dr. T. Ernest Newland, Chief of Special Education, Harrisburg, Pennsylvania.
Questions.

8:00-10:00 P.M.—GENERAL SESSION.

Music—Vocal, Robert Monaghan, New York State.
Address—Trends and Services for the Sightless—Colonel E. A. Baker, Managing Director, Canadian National Institute for the Blind, Toronto, Canada.
Address—Progress of the Prevention Program—Dr. Lewis H. Carris, General Director, National Society for the Prevention of Blindness, New York, N. Y.

Thursday, June 27

9:00-12:00 A.M.—GENERAL SESSION.

Music—Selected, Mr. John Meldrum, Oklahoma.
Report of Credentials Committee.
Report of Joint Findings Committee, Superintendent J. C. Lysen, Minnesota, Chairman.
A Preliminary Study on Standard Curriculums in Schools for the Blind—Dr. R. L. French, Principal, California. (To be read by Miss Mona Palmer.)
Discussion—R. W. Woolston, Illinois.
Report of Certification Committee, Superintendent G. E. Lineberry, North Carolina.
Uniform School Report, Mrs. M. Genevieve Coville, Virginia.
Report of Committee on Types, Grades of Braille and Other Technical Matters, Francis M. Andrews, Principal, Perkins.
Report of the American Foundation for the Blind, R. B. Irwin, Director, New York, N. Y.
The Talking Book in Education—Dr. Berthold Lowenfeld, American Foundation for the Blind, New York, N. Y.
Report of the Legislation Committee, Superintendent John F. Bledsoe, Maryland.
Report of the Executive Committee in Relation to Coordination Between the A.A.W.B. and the A.A.I.B.[1]
Report of the Guidance Committee—Representing A.A.I.B., Superintendent S. M. Green, Missouri; representing A.A.W.B., Stetson K. Ryan, Executive Secretary, Connecticut Board of Education of the Blind, Hartford.

1:30-2:30 P.M.—GENERAL SESSION.

Reflections from a Tower of Ivy—Dr. Gabriel Farrell, Director, Perkins.
The Rôle of the Visiting Teacher in the Social and Educational Adjustment of the Day School Braille Class Child—Miss Harriet E. Totman, Visiting Teacher, Braille and Sight Saving Classes, Cleveland, Ohio.

Sight-Seeing Tour of Pittsburgh, to be arranged by Superintendent B. S. Joice.

8:00-10:00 P.M.—GENERAL SESSION.

Music—Selected.

American Printing House for the Blind—A. C. Ellis, Superintendent, Louisville, Kentucky.

Statistical Report, Committee on Statistics of the Blind—Miss Evelyn C. McKay, New York, N. Y.

Committee Reports:

Executive Committee.
Secretary-Treasurer.
Auditing Committee.
Necrology Committee.
Resolutions Committee.
Nominating Committee.

Receipt of Invitations for 1942 Convention.

Final Remarks.

Adjournment.

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[1] A resolution passed at the Lansing convention of the A.A.I.B. in 1938 directed the Executive Committee of the A.A.I.B. to confer with the Executive Committee of the A.A.W.B. and take such steps as may be necessary to bring about a closer cooperation between the two organizations. Pursuant to such instruction, the Executive Committees of the two organizations met in Louisville, March 17, 1939, and after prolonged discussion voted unanimously to recommend to the respective associations the following:

1. That the present Legislative Committees of the A.A.I.B. and the A.A.W.B. function coordinately, and that there be added to the present membership of the two Legislative Committees the Presidents and Secretaries of the two Associations; and
2. That the two Associations consider the desirability of holding a concurrent convention in the same city in 1942, and that during this convention there be held such joint meetings as the Executive Committees of the two Associations may deem wise.

The action of the A.A.W.B. is found recorded on page 5 of the *Proceedings of the Eighteenth Biennial Convention* held in Los Angeles in 1939.

"The Minutes of the Joint Meeting of the Executive Committees of the A.A.I.B. and the A.A.W.B. (see page 67) were then read by Mr. A. V. Weir, Toronto, Canada. Colonel Baker moved that these Minutes be received by the Convention and filed. This motion, seconded by Mr. L. L. Watts, was unanimously approved."

It is now a matter for the A.A.I.B. to decide if a joint meeting is desired in 1942 and if so the Executive Committee for 1941 and 1942 should be instructed to cooperate with the Executive Committee of the A.A.W.B. in selecting the time and place.

THE SOCIAL ASPECTS OF HEREDITY[1]

By Dr. C. W. Graham

I find it a difficult task to present for your consideration more than one or two relatively ineffective lines of action by which the social problems arising from hereditary blinding disease may be attacked. . . .

It is advisable to confine our attention to-night to those social problems which arise from the heritable disturbances of vision, caused by disease or abnormality, which make people blind.

Two, or perhaps three, different lines of thought present themselves to most of us.

First, there are the tasks of the care, education, and maintenance of the blind which society has assumed as a duty throughout the civilized world, and as these do not differ materially in cases of hereditary blindness from those due to accident and incidental disease their consideration is not indicated at present.

Secondly, there is the question of prevention, which concerns us specially to-night, and this is associated with the possible third subject of treatment, which of necessity, because of the nature of this particular group, is limited in application and confined to certain surgical operations.

Now let us be clear as to what is meant by heritable disease in the sense in which I am using the term to-night. By it is meant the appearance of some physical or mental abnormality which is transmitted by one or other or both parents to their children. Note that this abnormality may be present in the father or mother, but it is quite probable that neither may show any evidence of the condition which has caused blindness in their child.

This definition excludes, therefore, those diseases which are communicated to the child before birth because of the presence in the blood of the mother of some harmful material such as an organism or poison. These are not truly hereditary, since they do not lie latent, as it were, in intermediate generations. The problems attached to such diseases, of which syphilis is one, are in a special group by themselves, already capable of solution, and in any case much simpler, complex though they are, than the prevention of true hereditary taint.

In these spacious days, so far as the area of the printed page is concerned, almost every theory, and indeed statement, of supposed fact has its controversialists, and, if we are to have any intelligent appreciation of the difficulties of this matter, we must review as briefly as possible some of the facts on which our knowledge of heredity is based.

It is not doubted that every human being has had a mother and, except by the aborigines of Australia, that a father is also a perhaps incidental necessity, but still a necessity, and in order to avoid the complexities attendant on the consideration of *homo sapiens* as an animal let us turn to some simpler organism.

"As like as peas in a pod" is a good enough way of expressing similarity of appearance among two or more individuals, and yet it is not always true. One pea may be sound, succulent, and green, and yet its neighbor, existing you will grant in identical environmental conditions, is dimpled and paler.

Go back with me to the year 1857 to the

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[1] A paper read at the Annual Conference of the Scottish National Federation for the Welfare of the Blind. Edinburgh, June, 1939. Reprinted from *The Teacher of the Blind,* February, 1940.

large garden of the Augustin monastery in Brünn, in Austria, at that time, and meet Father Mendel, a young priest who is working among some common pea plants. The flowers that he is handling are in full bud. Watch him gently open a bud in a special way, and with fine forceps pluck away the several fine filaments with rounded heads which surround the central stronger green structure, which he is careful not to touch. The plant he is dealing with is tall and strong, nearly six feet in height, but he walks over to a much smaller plant some distance away and picks out with another pair of fine forceps some of the filaments from a similar bud, instead of destroying these as he did with the first flower, he carries them over to the tall pea plant and gently touches the exposed green portion of the first blossom. He is only doing what any passing insect might have brought about when the flowers opened naturally, but his actions have not been haphazard; several in our ignorance we judge to be unnecessary, but he has a reason for them all if we have patience to hear. It is one of the first experiments in the scientific investigation of heredity.

Eight years pass, and we find our priest, now in his forty-third year, reading a paper to a society in Brünn. He tells his listeners that pea plants and peas have certain characteristics which appear constantly from one generation to another under certain circumstances. One of these characters is tallness and another shortness. Certain plants, if bred among themselves, remain constantly tall. Others, if grown and propagated under similar conditions, never grow more than two feet high. Now he has found that, if he takes the dust-like pollen from one plant and carries it to the center of another, germination takes place, and he can note the occurrence of any particular character in the next generation.

After this Austrian excursion we can return with respect at least for the scientific method.

Mendel knew that in each microscopic grain of pollen, or in the cell with which it combined in the other plant to produce the new individual, something was present which decided whether this young growth was going to be tall or short. The hybrid was not intermediate in size. It was either five feet or more, or two feet or less—in other words here was some constant characteristic which governed the degree of growth independent of environmental conditions.

He found also that the first hybrid generation resulted in nothing but tall plants indistinguishable from their one long parent. He therefore called this tallness a dominant character which domineered over the character of shortness, which was certainly present but hidden, or as Mendel called it, recessive. This fact became apparent in the next, the second generation, for he then found that the plants appeared in the proportion, when a considerable number were counted, of three tall to one dwarf.

The complexities of succeeding generations I need not enter into. They can be worked out at your leisure, but the point to note is that Mendel established certain laws of heredity which are true for human families, and that the characters which may be, remember, abnormalities, appear and disappear from one generation to another.

We now know through the work of Nettleship in London, and in our country, Berry of Edinburgh and Usher of Aberdeen, that many eye abnormalities appear from one generation to another in human beings according to Mendelian laws, but you must realize that the figures on which Mendel worked out his principles are true only of considerable numbers of families, and that the individual families do not show a characteristic grouping of say three normal to one abnormality. It is only in the bulk, as it were, that the laws of heredity are applicable.

Again, an abnormal condition may behave

in a different way in different genealogies. In one it may be dominant, like the tallness in Mendel's plants, and in another recessive, as was the dwarfness, and a third possibility has been discovered within recent years, namely, that a character may be sex-linked. This results in the appearance of blind sons whose mothers have perfect eyes. This is the form which sex-linkage usually takes, and it presents a particularly difficult situation because by it the children of two apparently normal people may be born with some ocular defect inherited from a maternal grandfather.

Marriage of blood relations greatly increases the risk of defect appearing in the children of such unions. In-breeding is of itself not inherently bad, provided the stock is free from fault, but, if a person with a manifest defect marries another with a latent fault, a very marked increase in the incidence of visual disability appears in the children.

The gathering of data regarding inherited characters in any human family is a difficult task, and one finds it practically impossible, except in a few particular diseases, to obtain any evidence on which reasoned opinion can be based as to the fate of children who may be born. Some events can, however, be predicted with certainty, such as the fact that the marriage of two albinos will certainly result in nothing but albinotic progeny.

The abnormalities which cause visual defect in man are probably known to many of you.

Among those showing a dominant type of Mendelian inheritance are certain kinds of cataract, maldevelopments of the middle coat of the eye and of the iris, dislocations of the lens, and drooping of the lids. The recessive group include anophthalmos or absence of the eyes, albinism, buphthalmos or infantile glaucoma, and some kinds of retinitis pigmentosa, while among the sex-linked type, familial optic atrophy (Leber's disease), and congenital nystagmus occur.

If a dominant defective marries a normal person, as is usually the case, only half the children will be normal, and the defect will appear regularly in every generation.

In a recessive pedigree the abnormality appears suddenly in a family with apparently normal parents, and a quarter of the children are affected.

In sex-linked pedigrees there are many varieties and combinations, but usually they result in the character appearing only in the males, though the fault is transmitted by unaffected females.

We must remember that the problem of heredity is that of the structure and life of the germ cell. It is true that environment may influence the incidence and degree of some hereditary diseases, but this is not true, so far as I know, in those which cause blindness, with the possible exception of cataract. Hereditary disease may not be manifest at birth, that is to say it may not be what is called congenital, and indeed blindness may supervene as a result of inherited taint at any age.

Well, what are we to do about all this? You realize that the geneticist—the scientist who is discovering daily all sorts of marvelous facts about beetles and birds—cannot offer any help except to refer us to Father Mendel and his laws, as elaborated by modern research, and say that such and such a union is safe, another is dangerous, and a third is doubtful, but there he leaves us, as he can offer us no escape so far from the operation of these laws.

We are left then with the propositions, Should marriage be prohibited or discouraged between persons whose children may be blind? and, If marriage does take place, should there be any action taken to prevent the birth of children? We are not considering the advisability of the marriage of blind persons who may have healthy children. That is a matter for debate at another time. The per-

sons concerned may be either blind or sighted.

The religious and moral aspects of this question I do not propose to refer to. Perhaps someone may be bold enough to raise them in the debate. I feel that I am not fitted to present to you the different attitudes taken by the supposedly soulless scientist, the social worker, or the churchman of certain persuasions, and I would therefore rather give you my own opinions on the matter in the hope that at least some of them may survive your criticisms.

First, I think that, in each case where contemplated marriage may involve the risk of the birth of blind or potentially blind children, this risk should be assessed by a person who can give an opinion based on an authoritative knowledge of genetics. It should be an obligation on the part of the society or institution concerned with the welfare of these blind persons to gather all the genealogical data they can for submission, through their medical officer, to a geneticist.

If, in his opinion, there is a distinct risk of heritable taint, then the pair concerned should have the facts put before them by persons approved by the societies, and advice given to them according to the particular beliefs, or prejudices if you like, that they may hold.

To most of us there is nothing morally wrong in the limitation of a family if such is to prevent human suffering or to promote happiness. The argument that such action is likely to promote immorality or selfish, childless marriages is to me most unconvincing.

I do not believe that disciplinary measures should ever be taken, either by the State or by those in authority in our societies, to prevent these marriages until, if ever, the State is ready to impose such disciplines throughout the whole community, and establish a eugenic bureau which will regulate all marriages. That piece of social legislation is as improbable as any which could be imagined in this country, but remember that such disciplines exist in some measure over a great part of central Europe, so far as Jew and Gentile are concerned.

I admit we all know of unfortunate families composed of several blind children, where it would seem desirable to have statutory powers to prevent by sterilization the advent of more children. Such legislation exists in several parts of the world, and it has even been seriously considered in this country in connection with mental defect. The concensus of opinion is, however, that such is both ineffective and undesirable when the pros and cons are considered in a comprehensive way.

The diseases which cause inheritable blindness have been subjects for study since the science of genetics arose, and it is well to remember that this is one of our youngest specialties in science, and yet it is all-embracing. Inherited characteristics largely make us what we are, and, if our environment may in a measure mold us as life progresses, or indeed before a separate existence has begun, it is in the main, I believe, our parentage that decides our fate in this world. It is true some are born rich and poor, and some are always hard up whatever they have, but in these days of a sieving and mixing of society the rich of to-day are often the poor of to-morrow.

Over the great mass of our people equality of opportunity exists, and class distinctions have decreased greatly during the past thirty years, and in consequence I think it is reasonable to hold that heredity will in the future play even a greater rôle in molding the individual path of each unit in the community.

It is our duty, therefore, to endeavor to see that those on whom the laws of nature bear most heavily, through no fault of their own, should receive from us who are more fortunate, through no merit of our own, as great a measure of liberty of mind and body as that which is enjoyed by the community as a whole.

SUBMINIMUM WAGES FOR THE HANDICAPPED UNDER MINIMUM WAGE REGULATIONS

By George Lavos

Governmental regulation of wages has invariably brought forth the problem of the handicapped under such regulation. There are some among the physically and mentally handicapped who, because of the severity of their defects and the requirements of their particular jobs, cannot work as efficiently or as swiftly as other workers. Their earning capacity and worth to their employers have been impaired. Upon the application of any minimum wage regulation such workers would lose their jobs because they would be unable to come up to the productive standards established implicity by a minimum wage regulation. To prevent such an effect permission has been granted either legally or administratively allowing the employment of such workers at less than the official minimum wage.[1]

Under every attempt on the part of the Federal Government of the United States to establish minimum wages this need for special provision for the substandard handicapped workers has been recognized and met. Under the President's Re-employment Agreement and the National Recovery Administration codes, under the Public Contracts Act and under the Fair Labor Standards Act special licenses for substandard handicapped were issuable permitting their wage to fall below the official minimum wage.

Editor's Note.—This is the second of a series of four articles on legislation affecting the employment of the handicapped.

[1] Lavos, G., *Special licenses for the handicapped under state minimum wage laws. Outlook for the Blind,* 34: 1940: 6-20.

National Recovery Administration

Historical Review

Very early in the national recovery program initiated by the Federal Government in 1933 a minimum wage was established as an aid to the economic rehabilitation of the nation. A short time after the commencement of this program, under the President's Re-employment Agreement, the following was issued:

> . . . persons who are limited in their earning capacity through physical or mental defects, age, or other infirmities may be employed on light duty below the minimum wage set by the President's Agreement, and for longer hours than are herein authorized, if the employer obtains from the state labor commission a certificate authorizing the employment of such defectives in such manner.[2]

The announcement was not followed by authorization granting the labor commissions the right to issue such certificates nor were any instructions issued relative to the procedure of issuing the certificates.

The Secretary of Labor, within a few days after this announcement, pointed out to the National Recovery Administration the possibilities of abuse inherent in it. Opportunity was offered under this announcement to undermine the entire minimum wage and maximum hour provisions of the Re-employment Agreement.

The National Recovery Administration, taking heed of this warning, thereupon issued the following statement:

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[2] National Recovery Administration, *Official explanation of the President's Re-employment Agreement,* Bulletin No. 4, Office Manual V-B-21.

A person whose earning capacity is limited because of physical or mental defect, age, or other infirmity, may be employed on light duty below the minimum wage set by the President's Agreement, if the employer obtains from the State authority designated by the U. S. Department of Labor a certificate authorizing his employment at such wages and for such hours as shall be stated in the certificate. State authorities will be guided by the instructions of the U. S. Department of Labor in issuing certificates to such persons.[3]

Pursuant to the revised regulations the Secretary of Labor of the United States designated the state authorities (most frequently the state labor commissioners) and issued instructions. These instructions cautioned against wholesale granting of certificates and stressed the need for distinguishing between the mere presence of a defect and the actual substandardness because of the defect. To further safeguard the entire procedure, a doctor's certificate was required in all cases except advanced age,[4] and the employee had to sign the application. The state authority was advised to investigate every case in order to determine whether the defect did really interfere with productive capacity and, if so, by how much, to the end that the wage agreed upon might be equitable. In general, not more than 5 per cent of the total work force of any single employer could be so certificated, and the wages could not fall below 75 per cent of the official minimum. The certificate itself was to indicate the particular hours and wages of the worker. To protect both the certificated worker and the hours provisions, no such worker was permitted to work in excess of the hours permitted normal workers. The general tone of the instructions stressed the prevention of abuse inherent in laxity in granting the certificates.

[3] National Recovery Administration, N.R.A. Release, October 16, 1933.

[4] The affiliations of the doctor were not designated. He could be the employer's, the employee's or the state's.

These instructions and regulations were taken over into the codes which followed the President's Re-employment Agreement. The seventh code, the first to have a provision covering the handicapped, approved August 14, 1933, contained the following provision:

> To assure employment to workers who are physically handicapped and to avoid their becoming a burden to the state, such employees are exempted from (the wage provisions)—provided such employees shall not exceed in number 5 per cent of the total workers employed by a person.[5]

No standardized definition or provision was incorporated in the clauses covering the exemption for the handicapped until the seventy-fourth code, approved October 31, 1933. The clause in this code followed the announcement of the President's Re-employment Agreement.

In general the early codes variously defined the groups to whom exemption might be granted.[6] They failed to specify invariably that the productive capacity or earning power must be impaired by the defect. Several of the codes set a limitation on the number of certificated workers per employer ranging from 1 per cent to 10 per cent to avoid the possible displacement of normal workers by certificated workers. Some included limitations on the degree below the minimum wage the substandard wage was to be set.

Codes which were approved after the middle of November, 1933 tended to follow the President's Re-employment Agreement an-

[5] National Recovery Administration, *Codes of fair competition,* vol. I, p. 71, U. S. Government Printing Office, 1933; quoted in Division of Review, National Recovery Administration, *Policy on wages below the minimum,* Work Materials No. 45, 1935, a section of Part C, p. 39.

[6] Specifically the terms included "substandard employees as in the Hosiery Code; superannuated and/or maimed employees as in the Gas Cock Codes; physically handicapped employees as in the Floor and Wall Clay Tile Code; privileged employees as in the Underwear Code; persons whose earning capacity is limited because of age or physical or mental handicaps as in the Automotive Parts and Equipment Manufacturing Code." (Research and Planning Division, National Recovery Administration, *Provisions regarding handicapped employees,* Serial No. 78, August 7, 1934, p. 1.)

nouncement. The U. S. Department of Labor established administrative limitations on the number of certificated workers and their wage in instructions to the state agencies.

On February 17, 1934 the entire certificating program was standardized. The President of the United States, by an Executive Order, defined the certificated worker as one "whose earning capacity is limited because of age, physical or mental handicap, or other infirmity."[7] The Order furthermore provided for the issuance of application forms by a state official designated by the U. S. Department of Labor and provided that the official be guided by instructions from the U. S. Department of Labor. Each employer was requested to file a monthly list with his code authority covering the wages paid and maximum hours worked for all certificated workers. Permission to issue such certificates was made retroactive to all early codes and binding on all future codes. The regulations could be changed provided that good cause should be shown to exist to the Administrator of the National Recovery Administration prior to the effective date of the Order.

Pursuant to the Order the Secretary of Labor issued instructions which were, in the main, a reiteration of those under the President's Re-employment Agreement. In general the substandard wage was to be determined in accordance with the degree of substandardness but never less than 75 per cent of the official minimum wage. Not more than 5 per cent of a work force could be designated as substandard certificated workers. If a code contained specific limitations, these were to prevail. Any exceptions to these regulations were to be made only by the U. S. Department of Labor and upon recommendation and investigation by the state agency.

These instructions also provided for stringent methods of issuing the certificates. The defect must actually interfere with the worker's earning capacity on his *particular job*. A certificate from a doctor affiliated with some public agency was required for physical defects, except for age. For mental deficiency a statement was required from a psychiatrist, a neurologist, or a psychologist. This certificate or statement must give the nature and the extent of the defect upon which the exemption from the minimum wage provisions is claimed. An investigation of the worker on the job was urged and an interview with him at home also.[8]

Certification in Practice

Uniformity of procedure throughout the entire United States was never achieved. The wide geographic differences and the differences in the adequacy and experience of local agencies complicated the program.

Uniformity was approached by the general instructions, by specific correspondence and visits. A joint meeting of officials issuing the licenses or certificates was held at which common problems were discussed.

Among the problems, common to the states, were those of setting an arbitrary age for the "old" worker, of the slow and inefficient worker, and of exemptions to the limitations on the number of certificated workers per employer and the wage for the substandard worker. The general solutions stressed the prevention of any exploitation of workers and undermining of the code provisions. No age limit was set because substandardness due to age is a relative matter depending on the limitations of the worker and the requirements of the job; slow workers were not to be granted special licenses or

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[7] Roosevelt, F. D., *Executive order prescribing rules and regulations for the interpretation and application of certain labor provisions of codes of fair competition as they affect handicapped workers,* Executive Order No. 6606-F, February 17, 1934, Office Manual V-C-24.

[8] Secretary's Committee on Minimum Wage, U. S. Department of Labor, *Instructions to guide state authorities in the issuance of certificates to handicapped workers under the President's Re-employment Agreement and the N.R.A. codes issued in accordance with executive order No. 6606-F,* November 8, 1934.

certificates; and exemptions were not to be made except in extreme cases.

The certificate was issuable to those whose earning capacity was impaired by physical or mental defect, age, or other infirmities. The Executive Order did not specify the wage or the number of certificated workers per employer or establishment. These limitations were established by the code authorities and, failing this, by the U. S. Department of Labor as a general order.

Table I sets forth the number of codes having designated limitations on either the wage or the number of certificated workers or both. These limitations were set up by the code authorities and were to prevail throughout industries covered by the particular codes.

The limitations on the number of certificated workers are usually stated in terms of a percentage of the work force. A total of ninety-four codes had such a provision. The greatest number had the limitations set at 5 per cent of the work force, then 10 per cent and then 2 per cent. Some codes provide that, regardless of the size of the work force, a minimum number of certificated workers can be employed. Since a percentage, such as 5 per cent, is meaningless when the total work force is less than 20, this provision on the minimum number permitted guarantees that at least one certificated worker may be employed in any one establishment. A total of twenty-three codes had such a provision. The greatest number permitted at least one handicapped and certificated worker per employer, the next greatest number permitted two, and

TABLE I. THE RELATIONSHIP BETWEEN THE WAGE PAID CERTIFICATED WORKERS AND THE PROPORTIONS SUCH WORKERS ARE OF THE TOTAL WORK FORCE IN TERMS OF THE NUMBER OF CODES HAVING SUCH LIMITATIONS[a]

Substandard wage	*CERTIFICATED WORKERS*													
	Per hundred employees									*Minimum number permitted*			*No provision*	*Total*
	1	2	3	4	5	6	8	10	15	1	2	5		
Proportion of minimum wage														
80 per cent		8	4	1	38[c]	1	2[d]	4[e]	1[b]		7	1	30	97
75 " "					1		1[d]			1				3
70 " "					1			1					4	6
65 " "								1						1
Numerical wage per week														
$14.00								1[g]						1
$12.00		1						1[h]						2
$11.00		1												1
$8.00	1				2					1				4
Per hour														
$.30					1					1				2
$.25													2	2
No provision	1[f]	1			25[d]			5[df]		10[f]	2			44
Total	2	11	4	1	68	1	3	13	1	13	9	1	36	

[a] Data tabulated by investigator from Secretary's Committee on Minimum Wage, U.S. Department of Labor, *List of permanent codes containing provisions for the issuance of certificates to substandard workers*, Misc. 5228, October 4, 1934.
[b] Applicable only to handicapped apprentices.
[c] Nine codes provide that the 5 per cent shall include learners.
[d] One code provides that the 5 per cent shall include learners.
[e] Two codes provide that the 5 per cent shall include learners.
[f] One code provides that the wage is determined by piece rate.
[g] Applicable in cities over 250,000 in population.
[h] Applicable in cities less than 250,000 in population.

one code permitted five such workers as the minimum number regardless of the size of the work force. Thirty-six codes did not include such a provision.

Limitations on the substandard wage were usually stated in terms of a proportion of the established minimum wage. The most frequent proportion was 80 per cent. Six codes had 70 per cent; three 75 per cent and one 65 per cent. A total of eight codes indicated specifically some numerical wage per week. And four codes set a numerical wage per hour for certificated workers. A total of forty-four codes had no wage provision.

The most frequent combination of wage-certificated worker limitation was 80 per cent of the minimum wage and 5 per cent of the work force. Other combinations showed a scattering with 80 per cent of the minimum wage and 2 per cent of the work force the next most frequent.

By the Executive Order of February 16, 1934, general limitations were set on all codes without expressed limitations. The maximum number of certificated workers was set at 5 per cent of the work force and the wage was not to fall below 75 per cent of the official minimum wage. At least one certificated worker was permitted.

A total of 17,203 certificates were issued up to and including May 27, 1935. Nearly 50 per cent of these certificates were issued under two codes, the cotton garment and the canning codes (Table II). Five states issued nearly 50 per cent of the certificates (Table III). Two states account for about 50 per cent of the rejections of formal applications (Table IV). Of the 17,203 certificates issued 1.6 per cent were revoked because the terms under which they had been issued were violated and 3.4 per cent were canceled, either because no need existed for further certification, or because the certificates were originally issued incorrectly. The detailed statistics are presented in Table VI.

TABLE II. CERTIFICATES GRANTED BY CODE IN ORDER OF NUMBER GRANTED[a]

Code	*Percentage of total*	*Cumulative percentage*
Cotton garment	39.2	39.2
Canning	9.6	48.8
Men's clothing	5.1	53.9
Boots and shoes	4.1	58.0
Underwear	3.5	61.5
Cotton cloth glove	2.0	63.5
Coat and suit	1.7	65.2
Infants' and children's wear	1.7	66.9
Fabricated metals	1.6	68.5
Hosiery	1.6	70.1
Cotton textile	1.5	71.6
Fresh water pearl buttons	1.4	73.0
Leather and wool knit gloves	1.4	74.4
Undergarment and negligee	1.2	75.6
Lumber and timber products	1.1	76.7
Cigarettes	1.0	77.7
Other codes[b]	20.1	97.8
Codes not identifiable	2.2	100.0

[a] Calculated by the investigator from data reported in Division of Labor Standards, Department of Labor, op. cit., pp. 8-25.

[b] These codes, totaling 45 in number, issued less than 1 per cent each of the total certificates granted.

TABLE III. CERTIFICATES ISSUED BY STATES IN ORDER OF NUMBER ISSUED[a]

State	*Percentage of total*	*Cumulative percentage*
California	12.6	12.6
Pennsylvania	11.8	24.4
New York	10.8	35.2
Missouri	6.3	41.5
Maryland	6.2	47.7
Ohio	6.0	53.0
New Jersey	4.3	58.3
Illinois	4.2	62.5
Indiana	4.1	66.6
Georgia	3.4	70.0
North Carolina	2.8	72.8
Texas	2.4	75.2
Virginia	2.4	77.6
Connecticut	2.2	79.8
Tennessee	2.2	82.0
Iowa	1.9	83.9
Massachusetts	1.6	85.5
Minnesota	1.6	87.1
Kentucky	1.5	88.6
Maine	1.4	90.0
Alabama	1.4	91.4
Washington	1.1	92.5
Other States[b]	7.5	100.0

[a] Calculated by the investigator from data reported in Division of Labor Standards, Department of Labor, op. cit., p. 26.

[b] These States, totaling 23 in number, granted less than 1 per cent each of the total number issued.

TABLE IV. APPLICATIONS REFUSED BY STATES IN ORDER OF THE NUMBER REJECTED[a]

State	*Percentage of total*	*Cumulative percentage*
New York	27.5	27.5
Pennsylvania	21.8	49.3
Ohio	9.6	58.9
Illinois	7.6	66.5
Tennessee	6.4	72.9
Connecticut	6.0	78.9
Maryland	4.1	83.0
Iowa	3.3	86.3
New Jersey	2.2	88.5
Virginia	2.0	90.5
Arkansas	1.7	92.2
Indiana	1.6	93.8
Other States[b]	6.2	100.0

[a] Calculated by the investigator from data reported in Division of Labor Standards, Department of Labor, op. cit., pp. 8-25.
[b] These states, totaling 24 and the District of Columbia, rejected each less than 1 per cent of the total number of applications made.

TABLE V. CERTIFICATES ISSUED AS PROPORTIONS OF CERTIFICATES REQUESTED BY STATES[a]

State	*Percentage*	*State*	*Percentage*
Alabama	90.0	Nebraska[b]	97.4
Arkansas	39.2	N. Hampshire	94.1
California	100.0	New Jersey	89.6
Colorado[b]	100.0	New York	47.2
Connecticut	61.8	North Carolina	97.8
Delaware	97.2	North Dakota[b]	66.6
D. of C.[b]	57.1	Ohio	73.2
Georgia	95.4	Oklahoma[b]	88.5
Idaho[b]	100.0	Oregon	100.0
Illinois	70.6	Pennsylvania	70.3
Indiana	92.0	Rhode Island[b]	85.3
Iowa	72.2	South Carolina	80.0
Kansas	94.6	South Dakota[b]	100.0
Kentucky	98.7	Tennessee	59.7
Louisiana[b]	97.8	Texas	99.5
Maine	99.1	Utah[b]	72.1
Maryland	87.1	Vermont[b]	100.0
Massachusetts	91.8	Virginia	84.2
Michigan	98.6	Washington	100.0
Minnesota	94.3	West Virginia	94.2
Mississippi	92.2	Wisconsin[b]	79.2
Missouri	98.6		
Montana[b]	100.0	Total	81.4

[a] Calculated by the investigator from data reported in Division of Labor Standards, Department of Labor, op. cit., p. 26.
[b] Less than 100 applications made.

Very little additional data are available on the more detailed and analytic aspects of the program of certification of the handicapped under the National Recovery Administration. One state, Pennsylvania, has reported additional data on the program. Tables VII and VIII present this information relative to the

TABLE VI. CERTIFICATES GRANTED, REVOKED, AND CANCELLED BY STATES[a]

States	*Number granted*	*Number revoked*	*Number cancelled*	*Total*
Alabama	233	5	0	5
Arkansas	45	0	0	0
California	2,172	0	2	2
Colorado	45	0	0	0
Connecticut	380	3	3	6
Delaware	103	0	15	15
Dist. of Col.	16	0	0	0
Florida	31	0	0	0
Georgia	583	96	0	96
Idaho	22	0	0	0
Illinois	714	0	0	0
Indiana	702	0	1	1
Iowa	332	11	0	11
Kansas	53	2	2	4
Kentucky	259	0	1	1
Louisiana	44	0	0	0
Maine	233	0	1	1
Maryland	1,075	20	60	80
Massachusetts	268	3	0	3
Michigan	143	0	29	29
Minnesota	265	0	3	3
Mississippi	95	0	0	0
Missouri	1,089	102	222	324
Montana	1	0	0	0
Nebraska	37	0	3	3
N. Hampshire	128	0	7	7
New Jersey	746	0	2	2
New York	1,861	0	109	109
North Carolina	480	4	0	4
North Dakota	2	0	0	0
Ohio	1,030	11	21	32
Oklahoma	23	0	0	0
Oregon	146	4	0	4
Pennsylvania	2,027	1	79	80
Rhode Island	64	0	12	12
South Carolina	128	0	8	8
South Dakota	23	0	2	2
Tennessee	371	0	0	0
Texas	421	0	0	0
Utah	18	0	0	0
Vermont	41	0	0	0
Virginia	410	0	5	5
Washington	191	0	0	0
West Virginia	97	0	3	3
Wisconsin	76	14	0	14
Total	17,203	276	590	866

[a] Calculated by investigator from data reported in Division of Labor Standards, Department of Labor, op. cit., p. 26.

TABLE VII. DEFECTS OF CERTIFICATED WORKERS IN PENNSYLVANIA FROM NOVEMBER 15, 1933 TO JUNE 15, 1934[a]

Defect as basis of issuance	*Percentage*
Old age	64.4
Physical incapacity	32.9
Mental incapacity	2.7

[a] Pennsylvania Department of Labor and Industry, *Pennsylvania labor and industry in the depression*, Special Bulletin No. 39, 1934, Chart xviii.

characteristics of the certificated employees from the beginning of the certification to June 30, 1934.

The infirmities of advanced age account for nearly two-thirds of the certificated workers. Mental incapacity was the basis in nearly 3 per cent of the cases. The remainder, nearly one-third, were issued upon the basis of some physical incapacity.

Over 50 per cent of the certificated workers were sixty years of age and older. Only 11 per cent were less than forty years of age. While no specific data are available, it would seem that in many cases the physical defect was coupled with age.

The workers so certificated at this time were barely 2 per cent of the employees covered in the 233 establishments in which they worked.[9] Up to the middle of June, 1934, Pennsylvania had issued over two-thirds of its certificates to women.[10]

TABLE VIII. AGE OF CERTIFICATED WORKERS IN PENNSYLVANIA FROM NOVEMBER 15, 1933 TO JUNE 15, 1934[a]

Age	*Percentage*
Under 40 years	11.0
40-49 years	11.9
50-59 "	23.9
60-69 "	35.6
70 years or over	17.5

[a] Pennsylvania Department of Labor and Industry, *Pennsylvania labor and industry in the depression*, Special Bulletin No. 39, 1934, Chart xviii.

The general effects of the codes on employment of physically and mentally handicapped workers were threefold. Few, and in many cases no, workers lost their positions because of the codes' minimum wage provisions. Few attempts were reported of exploitation of efficient handicapped workers by using certificates of substandardness. The extent to which substandard handicapped gained employment as a result of the program of certification was limited. It was felt, in general, that the wage and certificated-worker limitations were not flexible enough to bring about general employment for such workers.[11]

The exemptions allowed the handicapped did not undermine the minimum wage regulations of the codes. The entire procedure of constant revision and improvement in stringency in the certification program militated against this. The seventeen thousand certificated workers constitutes only a small proportion of the several million workers who were covered by the minimum wage provisions of the National Recovery Administration.[12, 13]

[9] Pennsylvania Department of Labor and Industry, op. cit., p. 67.

[10] Pennsylvania Department of Labor and Industry, *Labor and Industry*, June, 1934.

[11] National Recovery Administration, *Report of N.R.A. Commission to study effects of codes upon employment of physically or mentally handicapped workers*, N.R.A. Release No. 6557, July 23, 1934.

[12] The National Recovery Administration aimed to cover all, or nearly all, workers in the United States.

[13] Certification for slow workers was not carried on generally under the N.R.A. codes. Three codes, hosiery, dress manufacturing and cigar manufacturing, permitted the payment of a less than the minimum wage to slow workers. The proportion of slow and handicapped workers in any establishment under the hosiery code was not to exceed 5 per cent of the production employees and under the dress manufacturing industry was not to exceed 10 per cent of the total number of employees. The proportion in the cigar manufacturing industry was set at 25 per cent for slow workers. (Secretary's Committee on Minimum Wage, U. S. Department of Labor, op. cit., November 8, 1934.) These provisions are, at best, vague and, at their worst, a threat to the wage standards. If there is truly a worker who is psychologically slow, finer definition is needed (vide Pidgeon, M., *Employed women under N.R.A. codes*, U. S. Women's Bureau, Bulletin No. 130, 1935, pp. 50-51.)

Summary

Recognition of the need for special provision for substandard handicapped workers came gradually under the National Recovery Administration. The development of the program was marked by more stringent regulations and more definite procedures of granting certificates. Under an all-covering executive order the program of certification was standardized. Limitations were set at 5 per cent of the work force as the maximum the substandard handicapped could constitute, and the substandard wage was not to fall below 75 per cent of the minimum wage. Many codes had specific provisions usually setting the limitations at 5 per cent of the work force and 80 per cent of the minimum wage. The general limitations as set up by the executive order were to prevail unless the code provided otherwise.

A total of 17,203 certificates were issued up to and including May 27, 1935. Of the 21,136 formal applications made, 3,933 were refused. Of the total granted 276 were revoked and 590 cancelled. The certificates issued and applications rejected are concentrated in a few states and under a few codes. Certification was not uniform throughout the nation nor widespread among the codes.

From available data nearly two-thirds of the certificates were issued for advanced age, about one-third for physical defects and nearly 3 per cent for mental incapacity. Over two-thirds of the certificated in Pennsylvania were women, and over 75 per cent of the group were above fifty years of age. While the extent to which such certificated workers tended to displace normal workers is difficult to determine, available data show them to constitute a small proportion of the total covered by the codes. The codes did not constitute a danger to the employment possibilities of the handicapped. They did not open, on the other hand, opportunities for their employment.

The Federal Government's Public Contracts Act

The Federal Government in its attempts to establish minimum wages and to control the conditions of employment has provided in an Act of Congress control over the conditions of purchase of supplies and the making of contracts on the part of any agency of the Federal Government, the District of Columbia, and any corporation all the stock of which is beneficially owned by the United States.[14]

Section 1, (b) of this law provides that the Secretary of Labor of the United States shall determine the minimum wage in accordance with prevailing wage standards in work similar to the contractor's and in localities where the contractor has his establishment. Section 6 provides for any necessary exemptions to the wage requirements established by the Secretary of Labor. The part under which the Secretary may issue exemptions for handicapped workers is as follows:

> Sec. 6. . . . Upon the joint recommendation of the contracting agency and the contractor, the Secretary of Labor may modify the terms of an existing contract respecting minimum rates of pay . . . as he may find necessary and proper . . . to prevent injustice and undue hardship. The Secretary of Labor may provide reasonable limitations and may make rules and regulations allowing reasonable variations, tolerances and exemptions to and from any or all provisions of this Act respecting minimum rates of pay. . . .

This provision contrasts sharply with the clauses granting the special licenses to the physically and mentally handicapped under the laws of the States of the United States,[15] to the clauses in the codes[16] and to the clause in the Fair Labor Standards Act. The Public Contracts Act does not explicitly state

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[14] Seventy-fourth Congress of the United States, *AN ACT to provide conditions for the purchase of supplies and the making of contracts by the United States, and for other purposes,* Public, No. 846, 74th Congress.

[15] Lavos, G., op. cit., pp. 6-8.

[16] Vide supra, page 4.

that the handicapped are to be exempted if necessary, and makes no restrictions on the wage or the number of tolerated workers. Whatever program is to be developed for the substandard defective worker rests upon the Secretary of Labor. The program will be entirely administrative in nature.

Tolerances in Practice

Nineteen minimum wage determinations have been made by the Secretary of Labor pursuant to the Act. Of these, seven contain special "tolerances" or exemptions from the minimum wage provisions for the handicapped. The need for tolerances in some minimum wage determinations and not in others is determined upon factual evidence. If certain classes of workers, such as learners or defectives, are habitually employed in an industry, tolerances are granted in the wage determinations for such classes. Whether tolerances are to be granted rests entirely upon the situation in the industry itself.

When a minimum wage is determined for any particular industry, a copy of the determination is sent to all known members of the industry. The determinations include a statement of whatever tolerances are to be granted. Furthermore, every contract includes a reference to or statement of the minimum wage standards as established by the Secretary. And, finally, the minimum wage determination is published in the Federal Register which provides official notice of it. By these means the possibility of tolerances is made known to employers.

The exemption of any individual handicapped worker is based upon the interference of the defect with productive capacity. The employer decides whether any given defective worker requires the tolerance. The Division of Public Contracts (which administers the law) in the course of its investigations, which any effective minimum wage administration needs, decides whether the tolerance should continue. From available data it does not seem that an investigation specifically directed to the "tolerated" worker is made. The first inkling which the Division has of any tolerated workers occurs when the routine minimum wage investigation is made. This procedure allows for, at least, a period of exploitation if the tolerated worker is not actually substandard.

No limitations have been set upon the period of validity of any specific tolerance or exemption. There are, though, official limitations on either the wage for the substandard handicapped worker or the proportions which such workers may be of the total work force

TABLE IX. LIMITATIONS ON TOLERANCES FOR HANDICAPPED AND SUPERANNUATED WORKERS UNDER THE MINIMUM WAGE DETERMINATIONS.[a]

Industries	*Minimum Wage per*		*Substandard Wage per*		*Proportion of*	
	Week	*Hour*	*Week*	*Hour*	*Minimum Wage*	*Work Force*
Cotton garments	$15	37.5 cents	.....	.....	.....	10 per cent
Work gloves	$14	35 "	$10	25 cents	71 per cent	10[b] " "
Seamless hosiery	$14	35 "	$11.20	28 "	80 " "	5[b] " "
Men's neckwear	$20	50 "	$15	37.5 "	75 " "	10[b] " "
Men's raincoats	$16	40 "	$10	25 "	62 " "	10[b] " "
Men's hats and caps	$27	67.5 "	$15	37.5 "	55 " "	20[c] " "
Men's underwear North	$14	35 "	$10	25 "	71 " "	10 " "
Men's underwear South	$13	32.5 "			76 " "	

[a] Tabulated and calculated by investigator from Division of Public Contracts, U.S. Department of Labor, *Analysis of minimum wage determinations of the Secretary of Labor pursuant to the Public Contracts*, Act of June 30, 1936, Misc. 307.

[b] Learners included under this proportion of the work force.

[c] There is no specific mention of the groups so tolerated except that they must be "auxiliary workers." Under this the handicapped and superannuated may be included.

or both. These limitations are set forth in Table IX.

The proportion of normal workers that tolerated workers may constitute usually exceeds the proportion under the National Recovery Administration regulations. This proportion includes, though, learners in all but two industries. The wages permitted for tolerated workers are lower in general than those permitted similar workers under the National Recovery Administration. The proportions range from 55 per cent (for an industry in which a certain class of workers, which may include handicapped workers, are so tolerated) to 80 per cent of the official minimum. Three of the six tolerances which specifically mention the handicapped reach or exceed the limitation as set up by the Executive Order under the National Recovery Administration.

The proportions which the tolerated may constitute of the total work force range from 20 per cent (for an industry in which a certain class of workers, which may include handicapped workers, can so be paid) to 5 per cent of the work force. Five of the six codes in which the handicapped are specifically mentioned have had the limitation set at 10 per cent of the work force. In three of these the proportion must include learners as well as tolerated handicapped.

Data on the number of tolerated workers and the defects for which this exemption has been granted are not available at this writing.

Summary

Under a broad clause the Secretary of Labor of the United States can and has permitted substandard handicapped employees of contractors with the Federal Government and certain affiliates to work at less than the official minimum wage. While no regulations have as yet appeared on the period of validity of such tolerances, official limitations on both the wage for such workers and the number of such workers per contractor are in effect. In general these limitations are broader than those under the National Recovery Administration. Wages for tolerated workers range from 80 per cent to 55 per cent of the official minimum and the number of tolerated workers (usually including learners) ranges from 5 per cent to 20 per cent of the work force for any given contractor. If piece rates prevail, they must be the same for tolerated workers as they are for normal workers.

The Fair Labor Standards Act

Under an Act of Congress the U. S. Department of Labor, through a newly created Division of Hours and Wages, shall have the power to "provide for the establishment of fair labor standards in employments in and affecting interstate commerce, and for other purposes." [17]

Pursuant to this law the Division has established the legal minimum wage in certain designated industries. As heretofore found under Federal regulation of the rates of wages, there are special regulations applicable to the substandard handicapped workers. The Administrator of the Act issued the following:

> . . . to the extent necessary in order to prevent curtailment of opportunities for employment, shall by regulations or by orders provide for . . . the employment of individuals whose earning capacity is impaired by age or physical or mental deficiency or injury, under special certificates issued by the Administrator, at such wages lower than the minimum wage applicable under section 6 and for such period as shall be fixed in such certificates. (Section 14)

The clause merely grants the Administrator power to carry on the program. Restrictions on the certificated, on the substandard wage, the period of validity, and similar problems are to be set up administratively by the Administrator. The clause, though, does

[17] Seventy-fifth Congress of the United States, *AN ACT To provide for the establishment of fair labor standards in employments in and affecting interstate commerce, and for other purposes,* Public, No. 718, 75th Congress.

definitely state that the defect must interfere with the worker's earning capacity.

The Administrator issued in October, 1939 specific regulations on the employment of substandard handicapped workers.[18]

Under these regulations the following conditions for the certificate are to obtain: Application for the certificate must be made on an official form signed by both the employer and the employee, showing that the worker has a defect as stated in Section 14, that the defect has impaired the earning capacity of the worker for the particular position, and that it is necessary to employ the worker at less than the prescribed minima in Section 6 to prevent curtailment of work opportunities; the Administrator or a representative may accept the facts as presented or may order an investigation on the defect or other facts before granting or rejecting the application; three copies of the certificate will be made out, one for the employer, one for the employee and one for the Division; the wage shall not be less than 75 per cent of the prescribed minimum unless a lesser wage is justified; all certificates shall terminate on September 1, 1940; the certificate shall be void if data given is false; employment at a wage lower than the determined wage is prohibited. The regulations also provide for a review of any grant or rejection of a certificate by the Administrator upon the petition of any person aggrieved by the action. The regulations as set forth may be modified.

These regulations do not set any limitations on the number of certificated workers per establishment nor are investigations of every application covering the defect, its interference with productive capacity and earning power on the particular job, and similar problems provided for.

Because the time for organizing the program of granting certificates was so short[19] the Administrator issued in the middle of October, 1938, temporary regulations authorizing the employment of handicapped workers at sub-minimum wages, provided that: (1) the employer honestly believed the worker to have an impaired earning capacity by reason of his defect; (2) the worker had been employed at less than the minimum rate of Section 6 prior to October 17, 1938; (3) if non-handicapped workers were employed on the job prior to October 17, 1938, they had been paid more than the handicapped worker; (4) the subminimum wage should not be less than 75 per cent of the minima; (5) if more than 5 per cent of the workers on a job similar to the handicapped persons received the same wage (as the handicapped person) prior to October 17, 1938, then no temporary exemption should be granted; and (6) the temporary exemption should terminate on December 1, 1938 unless, prior to that date, application should have been made.

Certification in Practice

The program is too recent to permit any summarization of the certification procedure and its effects. Up to April 1, 1940, 7,167 applications for the special certificate had been made. Of these 3,374 had been granted. These are the only available data on the program in practice. The Division has been too much concerned with the problems of organizing and carrying on the chief purposes of the law to devote a great deal of study to the handicapped—who are, after all, a very small minority.

Summary

Following the lead of other minimum wage regulations, the Federal Government, under the Fair Labor Standards Act, permits the payment of a wage less than the official

[18] Wages and Hours Division, U. S. Department of Labor, *Regulations applicable to employment of handicapped persons*. Title 29, Ch. V., Code of Federal Regulations, Part 524. October 1939.

[19] The Act went into effect on October 24, 1938 and it had become law on June 25, 1938.

minima to certificated handicapped workers. This wage shall not be less than 75 per cent of the minima. Other limitations have not been announced. An investigation of each application is not compulsory but may be carried on if a need is felt.

Conclusions and Recommendations

The Federal Government has followed the lead of the American States and the several foreign countries and has granted, upon the establishment of a floor for wages, permission to employers to pay certain workers less than the official minimum wage. These workers have a physical, or sometimes mental, defect, or are superannuated. The defect interferes with their productive capacity and, consequently, their earning capacity. To prevent discharge for such workers upon the application of a minimum wage regulation, and to prevent general curtailment of job opportunities for these workers, payment of a subminimum wage is legally or administratively permitted. This fills a needed part in the governmental control over the rates of pay.

While the specific limitations have varied from attempt to attempt, they have usually controlled either the subminimum wage or the number of subminimum workers per establishment. No mention, under any attempt, is available of a limitation on the period of time the certificate is valid. Another failure has been the lack of an invariable investigation of the case. Under the two great attempts of the Federal Government, the National Recovery Administration and the Fair Labor Standards Act, investigations are not compulsory.

In spite of these failings the possibility of employing handicapped workers at subminimum wages has not resulted in either exploitation of the handicapped or displacement of normal workers.

In any present or future policy of Federal regulation of the rates of pay it is recommended that the following be considered:

1. That every case be investigated;
2. That the investigation be carried on by authorities in the locality of the case;
3. That these local authorities include, at least, a doctor paid by some governmental agency and a specialist in the occupational adjustment of the handicapped;
4. That the recommendations made previously be held for consideration in this instance.[20]

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[20] Lavos, G., op. cit., p. 20.

AN INDIVIDUALIZED APPROACH TO THE PROBLEMS OF BLINDNESS AND IMPAIRED VISION

By Milton H. Klein

Modern psychiatry, which is the very life blood of the science of generic case work, attempts to understand the individual through his reaction to a series of life experiences common to all of us. These experiences include birth, nursing, weaning, love of mother, love of father, aggression toward father and mother, and adolescence, to name only a few.

It is an accepted fact that individuals have both conscious and unconscious reactions to all of these experiences. In dealing with any individual in difficulty, therefore, the case worker attempts to make it possible for the client to learn for himself what his feelings, recognized and unrecognized, are toward these experiences and thus to find out at what point in his development some experience, or experiences, were so destructive as to shatter his self-confidence and make it difficult or impossible for him to take the next step in his growth. The positive experiences are also studied so that the individual comes to accept himself as he is and begins to build on what he really is. This understanding of his own reactions on the part of the client is necessary in order to enable him to overcome the difficulty which confronts him or the feeling of lack, or inadequacy, that he experiences.

The foregoing paragraphs contain a brief description of what practicing case workers understand by the case work relationship and its use in treatment. In this paper we shall be concerned with determining whether, through the case work relationship, blind clients can achieve the same kind of understanding of their problems and their feelings toward them as clients with other difficulties, limitations, and handicaps can get from the worker-client relationship. It is my belief, based upon several years of work with the emotional problems of visually handicapped clients, that this understanding can be attained over a period of time in much the same way as it is achieved by clients with normal vision. The case worker, working with the emotional adjustment of blind and visually handicapped clients, must realize that in our highly competitive modern society blindness, or impaired vision, is a very decided handicap to any individual. Yet an adjustment which is tolerable to the individual himself, as well as to the group in which he lives, may be worked out if the client learns to accept his limitation, or lack of vision, and to function as an adequate individual making full use of his remaining senses.

While treatment seeks to achieve understanding and acceptance of his limitations, it cannot stop here, but must provide the individual with positive ego values as well. This is necessary because the ego of any individual, blind or sighted, is that part of his personality through which he establishes and maintains intercourse with those about him. Consequently it is most likely to suffer from environmental reaction and usually needs to be strengthened to enable the client to carry on.

If ego enhancement is the keystone of treatment, the question arises as to how it may be achieved. Case workers have found at least three ways in which this can be done. John A. Reimers, Professor of Case Work at Ohio State University, summarized these very well

in a paper titled, "Enhancing Family Life" delivered this year at the Ohio Welfare Conference. We quote:

> . . . first, acceptance and recognition of the individual by other people; second, having available and being able to use a reasonably nourishing outside world; third, establishing flexible and conscious diplomatic relations between the ego and basic life drives.

Let us discuss these in turn as they apply to any individual in difficulty and more particularly as they have a bearing on the treatment of clients who are blind, or who have had a visual difficulty since infancy.

To accept any individual as he is we must understand his growth processes. With particular reference to ego development we must know how his parents treated him in infancy and early childhood. The treatment he receives here in terms of affection and encouragement, or dislike and discouragement, will in large measure condition his responses in adult life toward people in the outside world. At the outset of life experience the ego of any child is weak. Parental encouragement and affection tend to strengthen it and thus to give the child self-confidence in his earliest milieu. The opposite treatment tends to bring about the opposite result. It can be readily seen, then, that to the child security is essential for ego development.

Before going further, may we analyze the concept of security. For purposes of discussion it may be broken down into two parts: (a) internal security, that is, the security which the child himself feels about himself; and, (b) external security, which is afforded him by his environment. Of internal security the child has very little. That is why the security of his environment, which in early life means parents, must of necessity be greater.

The difficulty in the case of the blind child, or the child physically handicapped in any other way, is that the parents tend to provide too much external security for him, thereby throttling, instead of fostering, ego development. They do this by doing more for him than they would for normal children, thus making it impossible for him to gain confidence by doing and succeeding. Some one has said that "nothing succeeds like success." If, in these early years, then, the child has little or no opportunity for success in any enterprise, he will have only scant experience upon which to base confidence in adult life. In fact my observation would lead me to say that the amount of self-confidence and independence that an adult blind person manifests is in direct ration to the amount of opportunity he has had to do things for himself and for others as a child. The emotional development of the blind child is further complicated by the fact that, because of the over-protection on the part of parents which gives him external security, his internal security is correspondingly decreased. Thus he needs to "hang on to" early self-regarding attitudes longer than do normal children, or perhaps cannot grow beyond them at all.

We have said that one method of ego enhancement is the acceptance of the individual as he is. It is often necessary to go beyond mere acceptance and to encourage ego development by direct praise and approval. This is a treatment commonly used by case workers and is applicable to the treatment of sighted or sightless clients alike. By this direct approach early frustrations may be understood and their effect minimized or overcome.

The second method of encouraging the ego is that of modifying the environment in such a way that the ego, which for some reason has become temporarily overwhelmed, can function more adequately. This is sometimes known as "manipulation of the environment" and calls for skill on the part of the worker in relating existing resources to the client's needs or creating new resources for

the solution of his problems. While it may be used in cases in which the blindness has been present since childhood, it lends itself particularly well to the treatment of the newly blinded individual. In this type of situation it may take the form of further education, vocational retraining, or preventive and follow-up medical care:

It is, however, not applicable to the adult blind alone, but could be used to a greater extent than is at present common in the treatment of blind children in various stages of their chronological and emotional development. I am referring to the method of educating blind children. At the present time we are not only providing these children with special education but a special environment in which that education takes place. The special education is necessary in order that blind children may learn to use the appliances and devices developed for the use of the blind, but the special environment, namely the residential school, could be relegated to the horse-and-buggy era where it belongs. Many gains of an individual nature, as well as of a social character, would result from the increasing use of public schools by blind children. While it is not within the scope of this paper to comment at length on the implications of institutional education in the personality development of blind men and women, I should like to make a few observations on the gains that would result from a more extensive use of the plan under which blind and seeing children are educated side by side in our public schools. I should like to do this because social workers, who are just beginning to work with the problems of the visually handicapped, do not always realize the permanent effects which an institutional environment is apt to leave on the personalities of growing children.

The greatest gain to the individual would be that his adjustment to the sighted world, which he begins to make in his family situation, would not have to be interrupted by years away from this group. The child's relationships would continue, and the school experiences with sighted children would furnish a more normal pattern of development for him. Competition with sighted schoolmates would more naturally lay the foundation for successful participation in the economic and social activities of the community in adult life. The blind child would have a more accurate measuring stick for his abilities and limitations, and, upon completion of his education, would not have to go through a period of readjustment to a world he did not know. So many of the graduates of residential schools, I fear, have come to accept the interest of the state in their problems as their due. The world-owes-me-a-living attitude is much too common. This would not be so if blind boys and girls were closer to the everyday economic problems of their families. At least one social gain would be the better understanding that both blind and sighted children would acquire from daily contact with one another.

Of course I do not mean to imply here that the residential school for the blind has altogether outgrown its usefulness. There are children who see, who must, for one reason or another, be segregated from their fellows. Likewise there are blind children who have complicating problems, needing a special environment. On the whole, however, I feel that the education of the blind and the seeing should parallel each other, both in content and environment.

Let us return to our central thesis, the encouragement of the ego by manipulation of the environment. One type of situation in which this procedure is extremely important is that of the newly blinded individual. As I have stated before, this type of treatment requires skill on the part of the case worker; in fact, just as much skill as the other two. In the past one mistake frequently made was

in the assumption that the individual who had recently lost his sight needed to endure a long period of adjustment to his new situation. We waited until the solicitude of family and friends created a situation so satisfying to the individual that it counterbalanced the urge to face life now further complicated with a new and frightening handicap.

Every effort should be made to bring existing resources to the aid of the newly blinded individual at the earliest opportunity. Instead, therefore, of being exposed to the well-meant, but damaging sympathy and commiseration of family and friends, the client may undertake a program calculated to prove that he can still carry on many of the activities in which he was engaged before the loss of sight and that new ones may be found to take the place of those which he can no longer pursue. In this repect the attitude of the Seeing Eye, Inc., seems to me very sound, for it bases its acceptance of a client for training, not on the duration of his blindness, but rather on his potentialities as an individual as determined by a comprehensive study of his past experiences and future objectives.

Making available teaching and case work services to newly blinded patients while they are still in the hospital is also a step in the right direction. In this connection I might make these observations: The blindness of the worker or teacher seems to play an especially helpful rôle only in the teaching of newly blinded individuals. Newly blinded clients seem to find the adjustment easier when they know that the person who is teaching them, or working with them, has the same type of physical handicap. In general, little is known concerning the reaction of blind clients to blind workers. I think, however, that the attitude of the worker toward his own handicap would be the definitely determining factor. Doctor Chamberlain, psychiatrist of the California Department of Public Welfare, suggests that this whole area merits further study.

The third method of encouraging the ego is to bring about a harmonious relationship between it and basic life-drives; to correct the disharmony in the personality which results from the fact that the ego is either so weak that it cannot consciously cope with accepting the instinctual part of the personality or so strong that is represses it entirely. Conflicts beween the ego and the super-ego, or conscience, sometimes also need resolving. It is in this area that the psychiatrist, rather than the social worker, can function to best advantage, for the task of establishing a harmonious relationship among the parts of an individual's personality requires technical training and special skill. While some social workers trained in the elements of psychiatry can and do deal with these problems effectively, intervention by the psychiatrist is sometimes necessary, and, provided he is trained in the psychoanalytic approach, usually helpful. Unfortunately psychiatrists have had little opportunity to study and treat the emotional maladjustments of blind individuals. While the emotional problems of sightless men and women do not seem to differ fundamentally from those of patients physically handicapped in other ways, the utilization of a psychiatric approach to intrapersonality problems would do a great deal to widen our knowledge of the special channels which the basic drives of visually handicapped patients need for expression. I am thinking here of psychiatry in its extra-mural or out-patient, rather than hospital, applications. When an individual is so mentally ill that he requires hospitalization, the chances for his improvement are very limited.

It may be seen from the foregoing paragraphs that the basic emotional problems of blind and sighted clients are similar and that their treatment can follow parallel lines. The intensity of any emotional problem varies

among blind as well as sighted clients. It is this difference in intensity which the case work relationship must attempt to estimate, evaluate, and then treat on an individual basis. The same broad understanding of the basic elements in human behavior, the same accepting non-judgmental attitude which comes from broad experience, are necessary in the treatment of any client, regardless of his physical handicap. The case worker must approach the problem of any blind client without a preconceived notion of the adjustment that the client will or ought to be able to make. This is a point which case workers dealing with blind clients sometimes overlook. They seem to feel that, when an individual becomes blind in adult life, all his responses tend to change as a result of that one fact, whereas, on the contrary, such a client must respond to blindness itself in the same terms in which he has responded to life's other problems.

The blind person's attempt to make a satisfactory adjustment in terms of his own feelings about himself and the feelings of the community toward him is, however, complicated by one more factor, the inclination on the part of society to classify all people similarly afflicted into one category to be treated alike regardless of individual differences. This tendency on the part of the sighted to consider the blind as a group has had disastrous effects on the lives of all the blind. They have either had to conform to the pattern into which society attempted to mold them or they have had to rebel against it. A good example of what I mean may be found in the blind beggar who, after all, is only taking full advantage of an attitude which society has been building up toward the blind for hundreds of years. The beggar may be able to support his family more adequately than the client who, though educated to be a teacher, can find no opportunity to carry on his profession and is accepting a "blind pension." Society despises the one and pities the other. It has done little, if anything, to make it possible for the one to put his talents into more constructive channels, or for the other to make use of the education which it has provided.

It is my feeling, therefore, that case work treatment directed toward ego enhancement, as suggested in this paper, would be instrumental in making it possible for the blind person to achieve his individual design for living and would thus remove the necessity for his rebellion against, or resignation to, society's refusal to permit him his fullest measure of adjustment.

HELP FOR VOLUNTEER SPEAKERS

As one effort toward education of the public toward prevention of blindness, the Division for the Blind in the State of Washington has created a Speakers' Bureau made up of eye physicians in the various parts of the state. These eye physicians have agreed to volunteer their services to speak before groups such as service clubs, P.T.A.'s, high schools, teachers' colleges, Boy Scouts, Girl Scouts, et cetera, regarding eye conditions and common causes of blindness.

All of the doctors who have volunteered for this service have been given the following suggestions:

A. Before schools, Scouts, and other young peoples' groups
   1. Eye hygiene
   2. The danger of fireworks—illustrative cases
      "More persons have lost their lives by fireworks than were killed in the Revolutionary War."
   3. Other eye accidents and what to do in such cases
   4. Simple explanation of some causes of blindness with some elaboration regarding syphilis, trachoma, birth infections, prevention of congenital syphilis, myopia, glaucoma, and cataract
   5. Difference between an ophthalmologist and optometrist
   6. Stir their interest and imagination by telling them of some of the newer discoveries on which scientists are working for restoration of vision.

B. Before P.T.A. groups and women's clubs
   1. Points under section A as seem indicated
   2. Importance of pre-natal care
      a. Why eye physicians, as well as the general public, welcome the law which went into effect January 2, 1940, making pre-natal Wassermann tests compulsory. How tests are made, why, cost, who does them.
      b. Ophthalmia neonatorum.
   3. Treatment of squint
      a. Prevalent philosophies in minds of many people not entirely acquainted with subject. "He'll grow out of it." "You can test my child's eyes, but you can't use drops."

C. Before Lions and other service clubs
   1. Points under sections A and B as seem indicated
   2. Stress the great service they are performing in furnishing glasses, but putting emphasis on the fact that although glasses are important, they should only be given after there has been a thorough study of the eye by a person trained in diseases of the eye, so that it may be determined as to whether or not there is a systemic cause for the eye disorder.

Subject matter from this outline will be covered wherever the doctor speaks to a group. The doctors have agreed that definite care should be taken to discuss such information in a non-technical way.

GWEN HARDIN

LESLIE DANA GOLD MEDAL

The Leslie Dana Gold Medal, awarded annually for outstanding achievements in the prevention of blindness and the conservation of vision, was presented this year to Mr. John M. Glenn, of New York City, Honorary Vice-President of the National Society for the Prevention of Blindness.

Mr. Glenn was selected for this honor by the St. Louis Society for the Blind, through which the medal is offered by Mr. Leslie Dana of St. Louis. This medal is given each year upon the recommendation of the Association for Research in Ophthalmology.

After serving as a member of the Board of Directors of the Society for three decades, Mr. Glenn became Honorary Vice-President in 1938, and has given active assistance in guiding the organization's policies throughout the years.

FOUNDATION ACTIVITIES

News notes of the current activities of the American Foundation for the Blind

CONFERENCE ON EXCEPTIONAL CHILDREN

The American Foundation for the Blind participated in the Michigan Conference on Education of Exceptional Children which was held under the auspices of the Michigan Education Association in Flint, Michigan, May 10 and 11, 1940. Dr. Berthold Lowenfeld represented the Foundation and spoke on *New Teaching Aids and Methods Which Produce Better Results.*

NATIONAL CONFERENCE OF SOCIAL WORK

The Foundation maintained a consultation booth at the annual meeting of the National Conference of Social Work, held in Grand Rapids, Michigan, May 26 to June 1. Delegates from nearly twenty states stopped at the booth for conferences and information.

A committee, appointed by the Foundation, with Miss C. Marion Kohn, of Philadelphia, as Chairman, arranged programs for two afternoon sessions during the Conference, and these were well attended.

On May 29, the Foundation arranged for a luncheon in honor of Miss Roberta A. Griffith, Executive Secretary of the Grand Rapids Association for the Blind and for Sight Conservation and an outstanding pioneer in work with the adult blind in this country. Among the speakers who paid tribute to Miss Griffith on this occasion were Mr. George Brand, a Trustee, Grand Rapids Association for the Blind; Mrs. Jean Armstrong, representing Colonel E. A. Baker, Managing Director of the Canadian National Institute for the Blind; Mrs. Eleanor Brown Merrill, Managing Director, National Society for the Prevention of Blindness; Mrs. Emma Dennison, Supervisor of Braille Classes in the Grand Rapids Public Schools; and Mr. Josef G. Cauffman, Superintendent, Michigan State School for the Blind. Mr. George F. Meyer, a Trustee of the American Foundation for the Blind, presided on behalf of the Foundation.

WPA EMPLOYMENT

In most sections of the country it has been contrary to the policy of the authorities to certify for WPA work blind people who are eligible to receive aid under the Federal Social Security Act. Accordingly Mrs. Caroline O'Day, Congresswoman-at-Large from New York, succeeded in having written into the Emergency Relief Appropriation Act (WPA) for the fiscal year 1941, as it passed the House, a clause providing that no blind person receiving aid under the Social Security Act shall be prohibited from temporarily relinquishing such aid to accept employment on a Work Projects Administration project. As this magazine goes to press, the bill has been reported out by the Senate Committee with this clause included, and there is every reason to believe the Senate will approve the amendment.

TEACHERS TRAINING COURSE IN DRAMATIC ART

In the belief that dramatic training for blind students results in their attainment of greater individual poise, confidence, and self-reliance, Mr. M. C. Migel, President of the American Foundation for the Blind, is inaugurating a summer course to train teachers in schools for the blind across the country in the techniques of dramatic coaching and play production. This course, commencing June 15 and continuing for a six-weeks' period, will be given at "Rest-Haven," Monroe, N. Y., under the direction of Miss Ruth Vivian, one

of the coaches who last year conducted short demonstration courses in schools for the blind in Maryland, Minnesota, and Ohio.

Miss Vivian has had a distinguished career both as actress and director in the United Kingdom and in the United States, and has worked out a detailed schedule to cover the special problems involved in the coaching of blind students.

Some fifteen instructors will attend the course. Their training will be nation-wide in its effects, as these instructor-students are coming to Monroe from such widely divergent points as Oregon, Illinois, Minnesota, Connecticut, South Carolina, Ohio, Mississippi, Montana, Indiana, Michigan, New York, North Carolina, Utah, and Wisconsin. A practice group of ten or twelve young blind people will also be in residence at "Rest-Haven" to act in the plays to be presented as demonstrations of directing and coaching methods.

TALKING BOOK INCREASE

The Wagner-O'Day bill authorizing an increase in the appropriation for Talking Books from $175,000 to $250,000 has now become a law. Members of the Appropriations Committee are reported to be friendly to this increase. Please note that this increase is from $175,000 to $250,000, not from $75,000 to $250,000 as inadvertently stated in a former issue of this magazine.

FOUNDATION MEDAL AWARD

The 1940 Foundation Medal for Outstanding Service to the Blind has been awarded to Miss Adelia M. Hoyt, of Washington, D. C., in recognition of her outstanding achievements in developing the Braille Hand-Transcribing Service of the American Red Cross. The presentation will be made at the annual membership meeting of the Foundation in New York on June 20.

Miss Hoyt was for twenty years Acting Director of Braille for the American Red Cross and in 1925 became also head of the Service for the Blind of the Library of Congress. She retired from both positions in 1938.

The Foundation Medal is awarded annually for outstanding service to the blind, and previous recipients have been Mr. William Nelson Cromwell, Mr. Walter G. Holmes, and Mr. H. Randolph Latimer.

FOUNDATION PUBLICATIONS

The Foundation announces the publication of *A Study of the Curriculum for Residential Schools for the Blind,* by Neil F. Quimby, Ed.D. This study, which tabulates and analyses the results of a questionnaire sent to the residential schools and day school classes for the blind, should be of interest to all educators in this special field.

Another new Foundation publication is *Books about the Blind,* a bibliographical guide to literature relating to the blind, by Helga Lende, Foundation librarian. This is a compilation of special annotated bibliographies listing the important publications in English and other languages on various subjects relating to the blind.

WORLD'S FAIR ADMISSION

The management of the World's Fair has again extended to sightless men and women who wish to visit the Fair with a guide the privilege of two admissions for the price of one ticket, which must be purchased at the press window at the entrance selected. The concession does not apply to season tickets or other coupon books.

Anyone who is blind and who would like to take advantage of the special arrangement made by the management of the New York World's Fair may secure identification cards from either the American Foundation for the Blind, 15 West 16th Street, New York, N. Y., or the New York Association for the Blind, 111 East 59th Street, New York, N. Y.

The New York Association for the Blind has set up a service whereby blind persons, both residents and out-of-town visitors, may employ guides through the Association.

NECROLOGY

MARTIN A. ROBERTS

As we go to press we have just received word of the passing on June 15 of Mr. Martin A. Roberts, Chief Assistant Librarian of the Library of Congress.

Mr. Roberts had been associated with the Library of Congress since 1903 when he entered its service as a clerk in the copyright department. He was made Chief Assistant Librarian about five years ago.

He had a sincere interest in providing literature of a high quality to blind people, and, in spite of his many other duties, he gave personal attention to every list of books ordered for brailling or recording.

JAMES A. BODDEKER

On February 19, James A. Boddeker, member of the Galveston County Commissioners Court and a veteran member of the Texas State Commission for the Blind, died at his home.

Although Mr. Boddeker was active in other civic affairs, the blind of the city and state were his special interest. His accomplishments on their behalf gained him statewide honors, and the State Commission was created largely through his efforts. He was interested in the adult blind of Texas and for some fifteen or more years prior to the creation of the State Commission for the Blind in 1931 had been trying to establish a program whereby the state could give employment opportunities to blind persons.

After the creation of the Commission, Mr. Boddeker was appointed Chairman of its Advisory Board by the Governor, a position he held until his death.

Mr. Boddeker was never too busy to give his personal attention to a blind person in need, and the blind people of Texas have indeed lost a friend.

APPOINTMENTS

NEW LIBRARIAN

Mrs. Louise C. Roberts, who has succeeded Miss Annie E. Carson as librarian of the Library for the Blind at Cleveland, Ohio, is a graduate of the School of Library Science, Western Reserve University. She began library work in 1921, acting as assistant librarian at Shaw High School, East Cleveland, Ohio, for one year, and as assistant at the East Cleveland Public Library for six years. She has been with the Cleveland Public Library since 1933.

Mrs. Roberts has been interested in work with the blind for a number of years, and for several years was a volunteer worker for the Cleveland Society for the Blind, and served on the Social Service committee of that Society.

In Cleveland the Society for the Blind and the Library for the Blind work together very closely. The blind who come to the library and are found to be in need of the services rendered by the Society, are sent there, and the Society sends new borrowers to the Library. There is close co-operation along other lines also.

PERKINS SCHOLARSHIPS

The Trustees of Perkins Institution have announced that scholarships for a year of graduate study at Perkins will be awarded to four outstanding pupils graduating from high school this year.

The pupils selected may take advance work in any of the five departments in the Senior High School: College Preparatory, Literary, Musical, Commercial, or Industrial. Specialized instruction toward a definite goal will be arranged and participation in the cottage life of Perkins will be provided.

BULLETIN BOARD

News items from agencies for the blind in all parts of the country are desired for these pages. All manuscripts should be in the Editor's hands four weeks before the date of publication.

San Antonio Association for the Blind—The Association has just completed the delivery to the Federal government of 60,000 pillow cases. This project was started in September, 1939, and it is hoped that the making of pillow cases will continue as a permanent project. . . . Because of the enlarged activities of the Association—including weaving, rubber door mats, and chair caning—Mrs. Dorothy Graeter has been added to the staff.

Royer-Greaves School for the Blind—The School's Quartet has taken part in several religious programs. On April 21, they sang at the one hundredth anniversary of the founding of the Sunday school of St. Luke's Reformed Church at Trappe. On April 28 they sang at a service conducted by the Junior Christian Endeavorers in the Norristown Schwenkfelder Church, and on Mother's Day, at the Senior Christian Endeavor in Wayne Presbyterian Church. . . . The senior nurses of the Montgomery Hospital, Norristown, visited the School recently to observe the work being done there. . . . Mrs. Greaves, Principal of the School, was recently re-elected President of the Emerson College Club of Philadelphia.

Division for the Blind, State Department of Social Security (Washington)—A committee composed of one member from the Advisory Committee for the Division, and two members from the University of Washington faculty have set up a suggested curriculum for undergraduates who are now doing home teaching work in the State of Washington, or who are anxious to put themselves in a position academically so they have the basic tools which are essential for home teaching. This committee is also working out a suggested four-year course including subjects which it is felt are most essential for home teachers so that blind persons entering the University of Washington may have the benefit of subjects which would be most beneficial to them if they expect to make home teaching their life work. The courses are spread through the Psychology, Sociology, and Home Economics Departments, as well as a number of general subjects and certain basic courses in social work. The Division for the Blind has taken the attitude that home teaching should be thought of as a profession for which blind persons should make as serious preparation as for any other profession, and in order to carry out this theory the home teachers who are carrying the work in the State of Washington are taking a summer course at the University of Washington especially planned by this committee.

South Dakota Association of Workers for the Blind—The Association held its convention on May 16 and 17 at the South Dakota School for the Blind at Gary. The Association meets once every two years, and the theme of this year's convention was Vocational Guidance for the Blind.

Topeka Provident Association—The workers at the two handcraft shops have been quite busy with spring orders of the usual type and were afforded some amusement when an order for 150 leis and fifty Hawaiian grass skirts came in. After some experimenting with raffia, crepe paper, etc., the order was filled on time and to the satisfaction of the Woman's Club.

Braille Institute of America—A new monthly periodical in Braille, Grade One and a Half, has been published by the Braille Institute. Known as the *California Reporter* it is to be sent free to any blind resident of California who requests it. The contents cover authentic information on work for the blind of particular interest to California readers.

New York Association for the Blind—The Lighthouse recently held two entertainments in its auditorium. The first, held on May 22 was a Spring Music Festival. Hildegarde, singing star of the radio and stage, and three well-known orchestra leaders—Eddie Duchin, Sammy Kaye, and Abe Lyman—with members of their bands entertain the audience. Former Mayor James J. Walker acted as Master of Ceremonies for part of the evening. The second

party, the Fourth Annual Bill Robinson Jubilee, was held on May 24. Through the Lighthouse, Bill Robinson gave a present to each blind person, and he arranged for the refreshments. . . . The thirty-third annual report of the Lighthouse discloses that 140 men and women were employed in the Lighthouse sheltered workshops during the year; 2,614 visits were made to the part-time occupational department; placement and supervisory calls on blind newsdealers numbered 1,972; 7,557 visits were made to the Lighthouse for instruction and training; home teachers made 2,897 calls on the shut-in blind; 5,063 lessons were given in the Music School; social service case workers made 13,615 visits; 522 Talking Books were loaned; 531 blind persons were given summer vacations at the Association's two camps; 1,000 prescriptions for glasses were given out in the eye clinic; and that visits to the eye clinic totalled 9,993 of which 1,652 were made by the blind and 8,341 by those with threatened sight. . . . Thirty-six students of the Lighthouse Music School received awards at the annual spring recital of the School. Mr. Alan Blackburn presented the awards—gold pins in the shape of lyres—to the blind and partially blind students for their progress, application, and attendance. The feature of the program was a novel children's demonstration in violin, piano, ear-training, and rhythmics, given by the first-year music group, consisting of children under nine years of age.

West Virginia Schools for Deaf and Blind—Commencement exercises for the School were held May 16 for five graduates from the high school academic department. The Rev. George J. Cleaveland, Rector of St. Stephen's Episcopal Church, addressed the graduates. Vocational certificates were given to seven in chair caning and two in broom making. . . . The Music Department was very active during the year giving several radio broadcasts and programs for various organizations. They were in such demand that several requests had to be declined. . . . Miss Cora Doe of Perkins Institute will take the place of Miss Ruth Drinkworth in the Music Department.

Pennsylvania Association for the Blind (Pittsburgh Branch)—During the past year the piece-rate system of work has been extended to practically every department of the shop operated by the Pittsburgh Branch. Production has increased generally and by adjusting certain rates a more equitable distribution of wages and employment has been effected. . . . Of the 150 blind and sighted workers employed by the Association, 47 are enrolled in the Hospital Service Association of Pittsburgh. . . . A credit union, established under the regular Federal charter, has been formed at the Pittsburgh Branch. The idea is to encourage employees to save a little money whereby they may borrow at reasonable interest rates should the occasion arise.

Department for the Blind, Library of Hawaii—Thomas Hioki, an island-born Hawaiian-Japanese, who lost his eyesight when he was only five years old, is the custodian for the Department at the Library. For the benefit of readers, he has made a library catalog in braille of both the braille books and Talking Books. . . . As the work is steadily increasing, it seemed advisable to form a committee composed of representatives from the Library, the School for the Blind, and the Department of Sight Conservation to co-operate in the selection of braille books and other library activities. A Union catalog will also be prepared for common use.

Montana Commission for the Blind—The Federal Security Agency of the U. S. Office of Education has issued a certificate of authority to the Commission as the licensing agency in the establishment of vending stands for the blind in Federal buildings. The Commission held its regular meeting April 6 at the School for the Deaf and Blind.

Workshop for the Blind (Sioux City, Iowa)—The Shop has added to its activities the last year by making wet mops and pillow cases for the Federal government through orders allocated by the National Industries for the Blind. These added activities have resulted in putting more people to work. In addition to Federal orders, work for local consumption consists of mat making, chair caning, rug weaving, basketry, etc. . . . The Lions Club Foundation, which sponsors the work done by the Workshop, is sending one of the braille teachers to Pasadena, California, to obtain a guide dog.

Palm Beach County Braille Workers for the Blind—At the spring election Mr. Arthur Hemmings was elected President of the Braille Club,

and Miss Golden Conners was elected Vice-President. The following officers were also elected: Mrs. W. G. Lewis, Secretary; Mrs. Marie Steffe, Treasurer; Mrs. Mary Rainsuch, Corresponding Secretary; Mr. Ira Davis, Chaplain; Mrs. Mary Griner, Librarian; and Mr. Lester Mayfield, Historian. An exhibit of the art and craft work of the members of the organization is on display in the Florida Building at the New York World's Fair.

Colorado School for the Deaf and Blind—Guillerma Gonzales, a Junior, won recognition in the Veterans of Foreign Wars' Essay Contest. Miss Gonzales' entry was judged with those from the city high school, and won first place in the group. . . . William Monk, who graduated from the School in 1939, has been given a scholarship at the Colorado State Teachers' College.

Blind Relief Fund of Philadelphia—The thirty-first annual meeting of the organization was held in the Clover Room of the Bellevue-Stratford Hotel on Wednesday, May 8. The meeting was followed by a tea, and the Rev. E. Frank Salmon was the guest speaker.

Perkins Institution.—As a result of the series of conferences for volunteer workers for the blind which started in April and ran through the middle of May, a committee composed of representatives of several organizations for the blind of New England has been formed. A meeting will be called early in the fall to discuss a program for the correlation of activities. . . . Mr. Julian H. Mabey, still active head of the Boys' Manual Training Department, will have completed fifty years of service on July first. . . . Anthony Cirella received a first prize in the 1940 *Scholastic* music awards for a song for quartette or chorus with piano accompaniment. He will enter the New England Conservatory of Music in the fall. . . . Graduation exercises were held on Friday, June 14. Diplomas were presented to fifteen boys and girls by Mr. Robert H. Hallowell, President of Perkins, and the commencement address was made by Dr. Delmar Leighton, Dean of Freshmen at Harvard.

FORM OF BEQUEST

I give and bequeath to the American Foundation for the Blind, Inc., 15 West Sixteenth Street, New York, N. Y., the sum of.....Dollars for the general use of said corporation.

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(Signature)

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VOLUNTEER SERVICE

In the series of discussions for New England volunteers sponsored by Perkins Institution this spring among the interesting papers was "Red Cross Braille Transcribing Program" presented by Miss Eleanor H. Lovett. Miss Edith N. DeDominicis, instructor and secretary, Braille Department, Boston Metropolitan Chapter of the Red Cross reports that "all who were present at this meeting were very much pleased and delighted with the efficient way in which Miss Lovett handled her subject." Excerpts from this paper are:

One volunteer with time and interest often has an opportunity to render constructive aid when an agency, necessarily limited to its own field, is unable to do so. Of course, danger lies in the fact that a volunteer, enthusiastic but untrained and perhaps over-zealous, may offer unwise or even harmful advice. The remedy would seem to be not to discourage or thwart volunteers, but to give them sufficient training through conferences such as this one, and in other ways, so that their enthusiasm and untrammelled point of view may be harnessed to a knowledge of the organized fields of service, and that they may learn to apply their special abilities with a sense of responsibility and good judgment.

The part which volunteers may take in the realignment between public and private agencies was graphically commented upon by Sidney Hollander, Trustee, Maryland Board of State Aid to Charities, at the recent National Conference of the Junior Leagues of America held in Seattle. Junior Leagues as groups, as well as through their individual members, have participated in the work of numerous agencies for the blind throughout the country. This fact, coupled with the forcefulness of Mr. Hollander's remarks, leads to our quoting from the report of Mr. Hollander's talk:

Declaring that unemployment and intolerance were creating a crisis in America, Mr. Hollander stated that public relief agencies were increasing steadily in importance while private philanthropy "holds only the short end and is not very sure how long it can keep even that."

Private agencies, he said, were guilty of "walling themselves off from the problems of the world" and in so doing "have walled the League off too." "Isn't it time for the League to wake up?" Mr. Hollander asked.

"Isn't it time for the League to re-examine the importance of what it is doing to find out if it is backing a dead horse?

"For myself, I am not ready to admit that the horse is dead yet. Private services still have a place.

"In general, the public services do a wholesale business; private agencies retail. The public agencies provide mass relief; the private give families a hand in their personal troubles."

Another function of private agencies, Mr. Hollander said, was to be "A sort of social laboratory in which experiments in social welfare have their first test." But it was a third function which concerned his listeners most, the speaker said:

"Private charities conserve as a training school in which people like you and me, on boards and as volunteers, might gain deeper insight into the lives and problems of those about us, and better understanding of the frustration and insecurity that is now their daily lot.

"In some measure it is now performed, but its deeper significance is ignored. For insight alone is not enough if it fails to arouse resentment that millions of our neighbors are denied the opportunities some enjoy in such full measure; if it fails to enkindle a firm resolve to strive unceasingly for the changes that must come. Justice, not charity!

"If private agencies felt such responsibility and served such purpose, the League might be justified in tying its program to them, but do you really believe that they do? On the contrary, I find them walling themselves off from the problems of the world, shutting their eyes and closing their ears to the needs of those outside their restricted case-loads, and giving no concern to the very forces responsible for the wreckage they gather in."

MacEnnis Moore.

OUR CONTRIBUTORS

Mrs. Gwen Hardin is Supervisor of the Division for the Blind in the Washington State Department of Social Security.

Milton H. Klein, a graduate of the School of Applied Social Sciences, Western Reserve University, is Case Supervisor of Aid to the Blind, Ohio State Department of Public Welfare.

George Lavos, a research fellow at the New York Institute for the Blind, is a graduate student in Education of the Handicapped at Teachers College, Columbia University.

Stetson K. Ryan, Executive Secretary of the Connecticut Board of Education of the Blind, is Secretary of the Eastern Conference of Home Teachers.

Maurice I. Tynan, now Field Agent for the Service for the Blind, U. S. Office of Education has been associated with the Canadian National Institute for the Blind, the Red Cross Institute for the Blind at Evergreen, Maryland, and the Minnesota State Division for the Blind.

SAMPLE COPIES

The Jewish Braille Institute of America announces that according to annual custom for one month of each year sample copies of back numbers of the *Jewish Braille Review* are available to anyone who requests them from the Editor, P. O. Box 36, Morris Heights Station, Bronx, New York.

FOR THE CATHOLIC BLIND

The *Novena Prayers in honor of Our Lady of Perpetual Help* and the *History of the Miraculous Picture of Our Lady of Perpetual Help* have been published in braille, and may be purchased from the Director of the Blind, Redemptionist Fathers, Mission Church, Boston, Mass. The price is 35 cents for the two booklets.

NOVENA PRAYERS IN BRAILLE

The History of the Miraculous Madonna, Our Lady of Perpetual Help, and *The Novena Prayers* are now published in Braille Grade One and a Half, and may be obtained by writing to Rev. William F. Jenks, C. SS. R., Director of the Blind, 1545 Tremont Street, Roxbury, Mass.

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**Must be actively engaged in or connected with work for the blind.*

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A compilation of special annotated bibliographies listing the important publications in English and in other languages on various subjects relating to the blind. With it as a guide any larger general library can be made to serve as a special library on questions concerning the blind. An indispensable index to literature on blindness, comprehensive in its scope and unique in its usefulness.

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A tabulation and analysis of present curricula in the education of the blind, with recommendations for future developments, which should be of interest to all teachers of blind children as well as to administrative authorities.

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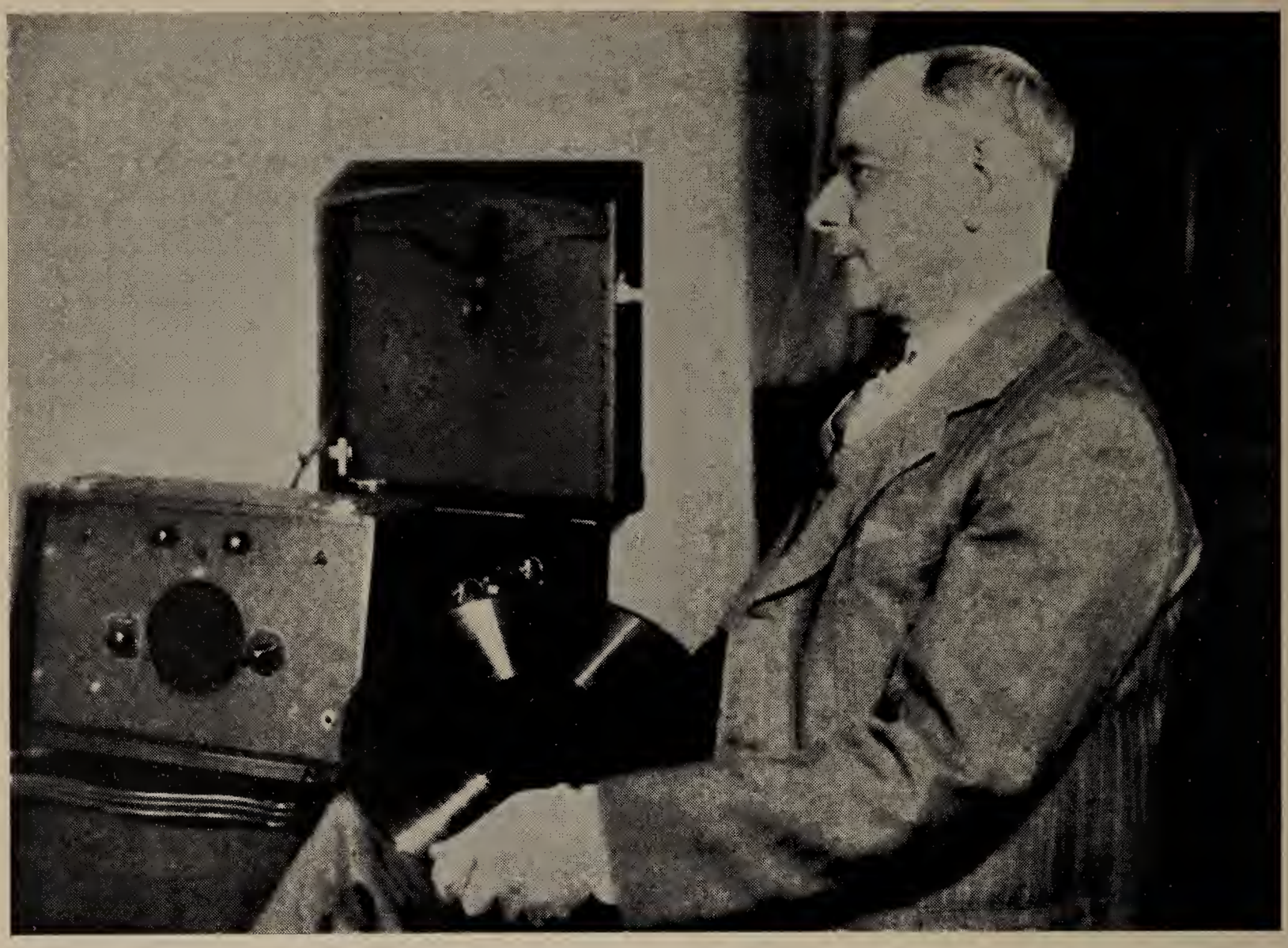

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The new models in reading machines for the Talking Books are now announced. In them inventive genius and mechanical skill bring to the blind increasing excellence in sound reproduction.

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OUTLOOK FOR THE BLIND

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AMERICAN FOUNDATION FOR THE BLIND

F. PARK LEWIS – AN APPRECIATION

BY EBER L. PALMER

IN THE DEATH of Dr. F. Park Lewis, famous ophthalmologist of Buffalo, workers for the blind and in the field of prevention of blindness have lost one of their greatest champions. Dr. Lewis died on September 10, in the Mather Memorial Hospital in Port Jefferson, N. Y. at the age of eighty-five.

It is difficult, if not impossible, to condense into a few words the life work of such a man as Dr. Lewis. One cannot trace the history of a humanitarian crusade in a few paragraphs. The career of Dr. Lewis is so interwoven with this type of crusade that it is impossible to recount the one without telling the other.

Dr. Lewis began his career in the field of ophthalmology in 1877, when he completed a course in the New York Ophthalmic Hospital and graduated as a specialist in eye diseases. Later he studied in London, Vienna, and Berlin. Immediately after graduation he located in Buffalo and practiced in that city until the time of his death. Each passing year added to his fame, not only in his own community but also in the state, the nation, and the civilized world.

The appointment of Dr. Lewis to the Board of Visitors of the New York State School for the Blind in 1893 proved to be the first step in his life-long crusade against unnecessary blindness. Dr. Lewis served on this board until the time of his death, a total of forty-seven years. During the last forty years he was further honored by serving as President of the Board.

In his early years as a member of the board of the Batavia school Dr. Lewis was deeply impressed by the number of students at the school whose visual handicap might have been prevented, if, at the proper time in their lives, precautionary measures had been taken. As he was not only a man of ideas but also of action, his interest in this situation led to the appointment, in 1903, of a commission, of which he was chairman, to investigate blindness and its prevention. A second commission, with Dr. Lewis as head, was appointed in 1906 and the reports of these two commis-

sions led to the formation of the New York State Committee for the Prevention of Blindness from which eventually emerged the present National Society for the Prevention of Blindness.

Dr. Lewis was in the forefront of the leaders who stressed the need of legislation requiring the use of a silver nitrate solution in babies' eyes at birth in order to eliminate the danger of infection and loss of vision through ophthalmia neonatorum. From the time when no state required its use and when 25 per cent or more of the students in schools for the blind were there because silver nitrate had not been used, Dr. Lewis lived to see forty-five states and the District of Columbia legally demanding its use and to see ophthalmia neonatorum drop, as a cause of blindness, from 25 to about 5 per cent.

Dr. Lewis did not confine his interest to any one limited phase of his work. He was a driving force in bringing to the attention of his contemporaries all new medical or surgical advancements in the field of ophthalmology. His skill as a surgeon, his success in introducing new techniques in his work, his crusading spirit, and his intense desire to help alleviate those ills of mankind attributable to defective vision came to be recognized at home and abroad. As his years increased more and more honors were heaped upon him in this country and in England, France, Germany, and Italy. In 1928 Dr. Lewis was the recipient of the Leslie Dana medal given by the St. Louis Society for the Blind in recognition of his work in the field of prevention of blindness. His home city of Buffalo recognized him in 1933 when he was awarded the Chancellor's Medal as the citizen most deserving of community recognition. The International Association for Prevention of Blindness presented Dr. Lewis with a special gold medal at its last annual meeting in London in April, 1939.

In addition to his interest in the State School for the Blind at Batavia, Dr. Lewis also served as President of the Buffalo Sight Conservation Society for several terms and was instrumental in founding the clinic for children with crossed eyes in that city. At the time of death he was Vice-President of the National Society for the Prevention of Blindness and held the same office in the International Association for the Prevention of Blindness which he helped to found.

Despite an extensive practice Dr. Lewis found time for many lectures and considerable writing in his field. He translated the French book *Les Aveugles par un Aveugle* (*The Blind as Seen Through Blind Eyes*) by Maurice de la Sizeranne into English. He contributed articles on "What You Should Know About Eyes" in the twenty volumes of the National Health Series. He was a member of the editorial staff of the American Journal of Ophthalmology, wrote for the American Medical Association, and was American representative for many journals on medicine and eye diseases, published in English, German, French, and Italian. He also contributed articles for the American Encyclopedia of Ophthalmology.

It is impossible to estimate the influence of Dr. Lewis' work upon our times. Doubtless thousands upon thousands of people today owe the gift of vision to Dr. Lewis. The increased interest in the problems of blindness within the medical profession, and the wide research activities now being conducted for the purpose of improving medical and surgical procedures in the care of the eyes can at least partly be traced back to the service of this one man. He also contributed more than his share to the increase in general knowledge about the care of the eyes and prevention of blindness.

Merely to narrate the activities of Dr. Lewis during his life does not give a complete picture of the man. One must have had the opportunity to work and to visit with him to know his greatness. His sane approach to all questions, his calm judgment, his courtesy, his

respect for the ideas of others, and his great heart endeared him to all who came in contact with him. It need only be said that Dr. Lewis, in his thinking and in his service, was far in advance of his time.

On the campus at the New York State School for the Blind at Batavia stands a girls' dormitory, erected in 1932, and named Park Lewis Hall in his honor. The building will probably stand for many decades to come. Its sturdy walls can well honor the strength with which Dr. Lewis met the many problems of his profession. The beauty of the building can well exemplify the fineness of his service. Yet long after those walls have crumbled into dust, the work of the man whom they honor will continue to wield a powerful influence on the welfare of future generations.

"A-CAMPING WE WENT" [1]

By Helen E. Reames

As spring waned into summer and the general community became vacation-conscious, a group of sightless persons (themselves regular attendants at the recreation center of the Family Welfare Association) also turned thoughts from their heavier winter schedule to life in the open air. This could mean only one thing —the third annual camping season. No one questioned they would go, but all were wondering where and when.

It was not an impossible task to find a suitable camping site for such a group, but care had to be exercised to procure a place which lent itself to their needs. A countryside rich in scenic charm is not altogether lost to the person without sight, but some of the pleasure is sacrificed if beauty is accompanied by hazard of injury. Other points considered in the choice of a suitable location were:

1. Housing (The cottage plan seems to be most satisfactory since both sexes are included);
2. Equipment (should provide ample cooking and serving utensils and as many modern appliances as possible);
3. Recreational facilities (swimming, hiking, field sports, etc.);
4. Accessibility and transportation (The latter was provided by responsible volunteers).

All of these desirable factors we were fortunate to find in a Kiwanis-owned-and-operated health camp situated in an adjoining county. The camp budget itself was financed by the Kiwanis Club of our own city.

Since our annual camp session is only one phase of the year's program, the question of personnel for the camping trip was partially solved. The Director of Recreation took over the rôle of camp leader and was responsible for planning all recreational activities, camp schedules, and assignment of routine duties. The Home Teacher, in addition to assisting the Director, supervised the kitchen, including purchase of all food, planning of menus, helping in meal preparation, etc. It was, however, necessary to hire a cook for the entire camp period; likewise, a camp boy for miscellaneous chores. With this staff we found it possible to accommodate twenty-five persons—some partially sighted, others totally without vision.

It was not necessary that an individual be a regular attendant at the recreation center to

[1] A short account of the 1940 Camping Season as carried on by the Recreation Center for the Blind of the Family Welfare Association of Montgomery County, Dayton, Ohio.

enter camp. It is also a policy to extend a cordial welcome to the children of blind parents as we are well aware that only through such a plan is a vacation for these folks possible. This year four children were accepted under this arrangement. Announcements at group meetings and by letter gave notice of the approaching camping season, and application blanks were available to any one upon request. There was no age limitation. The first twenty-five persons to file were tentatively placed on the list pending a check-up by a physician. The examining doctor stated specifically the sports and activities in which each camper could indulge. This record was kept by the Director and carefully followed. Not all of the participants were robust, but unless the disability was too serious, we attempted to adjust the individual to the regular camp routine. We did not feel, however, that we could accept persons with serious diet problems. Despite the Family Welfare Association's hearty approval of the camping period, it could not be liable for any accident to those attending camp, so a waiver was signed by each camper releasing the organization from all responsibility in the event of mishap.

The first day, as always, was a "mess." Groceries, ice, luggage, people—all arrived at the same time, and every one wanted to know where to put this and that and "when do we eat?" One novel task was the filling of straw ticks which each camper had to do for himself if he wanted to sleep. We arrived about mid-morning, and the time until lunch was spent in getting settled. Not long afterward a session was called at which the attendance of all was required. At that time a complete tour of the grounds was conducted by the Director. Thus we made sure each camper became familiar with his surroundings. Binder twine had already been stretched between all buildings, and this was easily followed by those without sight. We feel that the value of this method cannot be over-estimated as a medium of giving the individual a sense of freedom and security rarely afforded him on the crowded city streets.

By the morning of the second day a measure of routine had been achieved. (A braille schedule had been made and posted on the bulletin board and from it was to be learned the entertainment for each day. No activity was compulsory unless so specified. The few rules governing camp were made only because they were conducive to the preservation of safety.) A hike was announced at breakfast, and those on dining room duty had to hurry with the dishes if they expected to start with the others. Roadside cribbage was one source of amusement enjoyed. To each hiker were given five small stones. From time to time along the way the Director selected familiar forms of vegetation to submit for their examination. If they guessed correctly, they discarded one of the stones. The persons having no stones left at the end of the tour carried off the "treat." Numerous games such as tire bowl and volley ball, ring-o-lets and darts furnished inside sport; while horse shoes, archery and tether ball took place in the open. A field day climaxed these events. (Adaptations of these games were made for the sightless, and handicaps declared for those with partial vision.)

Splash parties were a very real part of each day's enjoyment. Many of the group had learned to swim, and most of the others welcomed refreshing dips in the lovely pool. (No person, under any circumstances, was permitted to go near the pool unless accompanied by the camp leader who is, himself, a life guard.) In the quiet period between lunch and the afternoon swim a thrilling mystery story read by the Director was extremely popular. One might think that by the end of such busy days folks would be tired, but this was not usually so. Cool evenings brought campfire stories, stunts, and singing; warmer ones called for "questions and answers," "double or nothing," and many other brain twisters out under the stars. Saturday night meant a dance

to which the group were urged to invite their friends. This was an excellent opportunity for them to return some of the courtesies extended throughout the year. The Kiwanis Club whose generosity had made it possible for us to use their camp (we paid only the operating costs) were most helpful in every way, as were the sponsoring Kiwanians of our own city. To show our appreciation both clubs were invited to be our guests at an evening's entertainment held in the "Barn." A short dramatic skit and choral numbers were presented by the group. Light refreshments further increased the opportunities for hosts and guests to become better acquainted. On Sunday morning a short religious service was held and regular schedules abandoned in favor of every one doing as he wished. This was a regular visiting day and friends and relatives were cordially welcomed.

In addition to all these pleasurable activities, there must also be plenty of food. Every effort was made to have the meals not only nutritious but also tasty. An abundance of fresh vegetables and fruit was served, to say nothing of the fried chicken, delicious baked ham, and bran muffins—topped off with fresh apple pie and peach cobbler. From past experience we know that the budget should allow for a "go to bed snack"—usually fruit or cookies. It works much better than "taps."

Because we so firmly believe that the camping experience is invaluable, we have placed the fee well within the reach of everyone. A registration payment of 50 cents was required of each person, the major part of the cost being met by the sponsoring organization and a few donations from interested friends. For this year's camping period of eight full days we found the average cost per person to be approximately $3.75—this covered total expenditures, including medical examinations.

—So you see, camp is a generally happy time for all and its health giving benefits are reaped by each person for many succeeding months.

UNITED STATES CIVIL SERVICE EXAMINATIONS

No. 127 (Unassembled)

REHABILITATION SPECIALIST FOR THE VISUALLY HANDICAPPED, $3,800 A YEAR
REHABILITATION SPECIALIST FOR THE TUBERCULOUS, $3,800 A YEAR
REHABILITATION SPECIALIST FOR THE DEAF AND HARD-OF-HEARING, $3,800 A YEAR
ASSISTANT REHABILITATION SPECIALIST FOR THE VISUALLY HANDICAPPED, $2,600 A YEAR

OFFICE OF EDUCATION, FEDERAL SECURITY AGENCY

The United States Civil Service Commission requests the cooperation of all persons who have read this announcement in advising properly qualified BLIND, and HARD-OF-HEARING persons that their applications will be accepted as explained below.

Applications must be on file with the United States Civil Service Commission at Washington, D. C., not later than the following dates—

(*a*) *October 24, 1940,* if received from States other than those named in (*b*) below.

(*b*) *October 28, 1940,* if received from the following States: Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, Wyoming. This additional period is granted (because of the longer time required in transit) for receipt of applications from persons actually in the States named in (*b*) at the time of filing application.

The United States Civil Service Commission announces open competitive examinations for the positions named above. Vacancies in these positions in Washington, D. C., and vacancies in positions requiring similar qualifications will be filled from these examinations, unless it is found in the interest of the service to fill any vacancy by reinstatement, transfer, or promotion. The salaries named above are subject to a deduction of 3½ percent toward a retirement annuity.

For the positions of *Rehabilitation Specialist for the Visually Handicapped, Assistant Rehabilitation Specialist for the Visually Handicapped,* and *Rehabilitation Specialist for the Deaf and Hard-of-Hearing,* applications will be accepted from the visually handicapped and from the hard-of-hearing respectively, if they otherwise meet the requirements described below. (See definitions of visually handicapped and hard-of-hearing below.)

Eligibles who are themselves visually handicapped may be appointed to some positions of Rehabilitation Specialist for the Visually Handicapped and Assistant Rehabilitation Specialist for the Visually Handicapped. It is provided in the Randolph-Sheppard Act, Public No. 732 (74th Cong., 2d sess.), Sec. 5 (b) that: "The Commissioner shall, in employing such additional personnel as may be necessary, give preference to blind persons who are capable of discharging the required duties, and at least 50 per centum of such additional personnel shall be blind persons."

Eligibles who are hard-of-hearing may be appointed to some positions under Rehabilitation Specialist for the Deaf and Hard-of-Hearing.

EMPLOYMENT LISTS.—Lists of eligibles will be established within the registers of eligibles for Rehabilitation Specialist for the Visually Handicapped and Assistant Rehabilitation Specialist for the Visually Handicapped under the headings, visually handicapped persons, and persons with normal vision, based on the degree of visual handicap indicated by the required medical certificate.

DUTIES.—*Rehabilitation Specialist for the Visually Handicapped.*—Under the general supervision of the Director of Vocational Rehabilita-

tion, to assist State Rehabilitation Departments in the promotion, organization, and maintenance of rehabilitation services for the visually handicapped including the training of State case workers in methods and techniques of rehabilitating the visually handicapped; to develop special techniques for the rehabilitation diagnosis, training, and placement of the visually handicapped; and to conduct research in methods and techniques of rehabilitation of the visually handicapped; to prepare for publication material in this field; and to perform other duties as required.

Rehabilitation Specialist for the Tuberculous.—Duties similar to those of Rehabilitation Specialist for the Visually Handicapped, but with respect to the tuberculous.

Rehabilitation Specialist for the Deaf and Hard-of-Hearing.—Duties similar to those of Rehabilitation Specialist for the Visually Handicapped, but with respect to the deaf and hard-of-hearing.

Assistant Rehabilitation Specialist for the Visually Handicapped.—Under general supervision of a Rehabilitation Specialist, to review and analyze technical rehabilitation problems arising in State agencies, and to make recommendations upon action to be taken on such problems; to accompany the Rehabilitation Specialist on visits to State Rehabilitation Departments for the purpose of observing working relations between the Vocational Rehabilitation Division and State and other agencies, and to follow up problems arising in these relations; to demonstrate before industrial managers or any interested groups industrial processes in which it is feasible to employ the blind or visually handicapped; and to perform other duties as required.

BASIS OF RATINGS.—Competitors will not be required to report for examination at any place, but will be rated on the extent of their education, on the extent and quality of their experience, relevant to the duties of the position applied for, and on their fitness, on a scale of 100, such ratings being based upon competitors' sworn statements in their applications and upon corroborative evidence.

Statements concerning qualifications will be verified by the Commission; exaggeration or misstatement will be cause for disqualification.

APPLICANTS MUST POSSESS THE FOLLOWING QUALIFICATIONS:

1. They must be citizens of the United States on the closing date for receipt of applications specified in (*b*) at the head of this announcement. Foreign-born applicants who meet the citizenship requirement must furnish proof of United States Citizenship before they will be eligible for appointment under civil-service rules.
2. For positions in the apportioned service at Washington, D. C., they must show legal or voting residence in the State or Territory claimed for at least 1 year next preceding the closing date for receipt of applications specified in (*b*) at the head of this announcement.
3. EDUCATION.—They must have completed a full 4-year course leading to a bachelor's degree in a college or university of recognized standing.
4. EXPERIENCE—GENERAL EXPERIENCE.—Except for the general substitution of education for experience provided for below for all positions, they must have had, subsequent to the completion of the education required above, 2 years of successful full-time paid experience in vocational guidance, placement, or rehabilitation.

SPECIALIZED EXPERIENCE.—In addition to the above *General experience,* they must have had *specialized experience* as follows:

Rehabilitation Specialist for the Visually Handicapped.—Three years of successful full-time paid experience in (*a*) administration or supervision of rehabilitation of physically handicapped persons, including the visually handicapped, or (*b*) promotion and organization of facilities in public or private agencies for training and placement of physically handicapped persons, including the visually handicapped, or (*c*) any time-equivalent combination of (*a*) and (*b*).

Rehabilitation Specialist for the Tuberculous.—Three years of successful full-time paid experience in (*a*) administration or supervision of rehabilitation of physically handicapped persons including the tuberculous, or (*b*) promotion and organization of facilities in public or private agencies for training and placement of physically handicapped persons, including the tuberculous, or (*c*) any time-equivalent combination of (*a*) and (*b*).

Rehabilitation Specialist for the Deaf and Hard-of-Hearing.—Three years of success-

ful full-time paid experience in (*a*) administration or supervision of rehabilitation of physically handicapped persons, including the deaf and hard-of-hearing, or (*b*) promotion and organization of facilities in public or private agencies for training and placement of physically handicapped persons, including the deaf and hard-of-hearing, or (*c*) any time-equivalent combination of (*a*) and (*b*).

Assistant Rehabilitation Specialist for the Visually Handicapped.—The required general experience must have included responsible work with the visually handicapped.

SUBSTITUTION OF EDUCATION FOR EXPERIENCE.—Applicants for all positions listed at the head of this announcement may substitute, year for year, for the *general experience* required above, postgraduate study successfully completed in a college or university of recognized standing in vocational guidance, social service administration, personnel management, public or business administration, or education of the physically handicapped. Education may *not* be substituted for the required *specialized experience,* except that complete substitution is permissible for the 2 years of required experience for Assistant Rehabilitation Specialist for the Visually Handicapped.

DEFINITIONS.—For the purposes of this examination a visually handicapped person is defined as a person whose visual acuity in the better eye when corrected by glasses is 20/200 (Snellen) or less, or whose vision is restricted to within 20 degrees or less of the fixation point in all quadrants; and a hard-of-hearing person is defined as a person with no serious impairment of speech who is unable to hear ordinary conversation at a distance of 15 feet with either ear, but who has residual hearing sufficient for carrying on conversation in normal voice at a distance of not less than 6 feet with or without the use of a hearing aid.

RECENCY OF EXPERIENCE.—Applicants must show that at least 1 year of the specialized experience or post-graduate study substituted therefor has been obtained within the 5 years immediately preceding the closing date for receipt of applications specified in (*b*) at the head of this announcement.

Only education or experience prior to the closing date for receipt of applications specified in (*b*) at the head of this announcement can be considered for these examinations. New or additional evidence of qualifications, not submitted in connection with the original rating, may be considered only in case a review of such rating is requested within 30 days after the notice of rating is mailed to the competitor, and on condition that such evidence is received within this 30-day period or within 30 days from the date the Commission requests such evidence, if necessary or desirable in connection with the review of original rating. For applicants residing in Alaska, Hawaii, or other points outside the continental limits of the United States, the periods specified above shall be 90 days instead of 30 days.

NOTE.—Applicants should include in the application blank and on attached sheets a specific description of any experience they have had in vocational guidance, placement, or rehabilitation. This should include dates over which the experience extended, the exact nature of the work, number of hours per week devoted to each type of duty, and other information concerning any experience related to the requirements described above and to the duties of the positions applied for.

5. AGE LIMIT.—Applicants for these positions must not have passed their fifty-third birthday on the closing date for receipt of applications specified in (*b*) at the head of this announcement.

The age limit does not apply to persons granted military preference because of military or naval service, except that such applicants must not have reached the retirement age.

Applicants who attain eligibility and are selected for appointment must furnish proof of date of birth to the appointing officer at the time of reporting for duty. Applicants should *not* submit such proof to the Civil Service Commission. An extension of time for furnishing proof of date of birth, not to exceed 6 months after appointment, may be granted upon satisfactory evidence that additional time is

necessary. Notices of rating sent to eligibles will contain further information.

6. PHYSICAL ABILITY.—Applicants must be in sound physical health. Remediable defects or curable disease will not exclude a person from examination, but proof that such defects have been remedied, or the disease, if any, cured, must be received during the life of the eligible register before persons otherwise qualified may be considered for appointment under civil-service rules.

Except as provided below for visually handicapped applicants for the positions of Rehabilitation Specialist for the Visually Handicapped and Assistant Rehabilitation Specialist for the Visually Handicapped, vision must be at least 20/30 (Snellen) in one eye, glasses permitted; but the applications of persons who have uncorrected vision of less that 20/200 (Snellen) in that eye, corrected to meet the above requirement, will be suspended and they will not be eligible for appoinment until satisfactory evidence has been presented to the Commission showing that there is no disease or defect of the eye other than an error of refraction. Except as provided below for hard-of-hearing applicants for the position of Rehabilitation Specialist for the Hard-of-Hearing, ordinary conversation must be heard at a distance of at least 15 feet with one ear.

For the positions of Rehabilitation Specialist for the Visually Handicapped and Assistant Rehabilitation Specialist for the Visually Handicapped the applications of persons whose visual acuity in the better eye when corrected by glasses is 20/200 (Snellen) or less, or whose field of vision is restricted to within 20 degrees or less of the fixation point in all quadrants, will be accepted if they file with the application Form 3492 executed by a duly licensed oculist or ophthalmologist.

For the position of Rehabilitation Specialist for Deaf and Hard-of-Hearing applications from persons who are unable to hear ordinary conversation at a distance of 15 feet with either ear, but who have sufficient residual hearing to carry on conversation conducted in normal spoken voice at a distance of not less than 6 feet, with or without the use of a hearing aid, and who have no serious impairment of speech, will be accepted if they file with the application Form 13 executed by a doctor of medicine.

A rigid physical examination will be made by a Federal medical officer before appointment. Persons who are offered appointment must pay their own expenses in reporting for duty. If, upon reporting at the place of assignment, they are found ineligible because of physical defects, they cannot be appointed and no part of their expenses for returning home can be borne by the Government.

APPLICANTS MUST FILE THE FOLLOWING WITH THE UNITED STATES CIVIL SERVICE COMMISSION, WASHINGTON, D.C., NOT LATER THAN THE CLOSING DATE SPECIFIED AT THE HEAD OF THIS ANNOUNCEMENT:

1. Application Form 8 properly executed, *including* the Officer's Certificate of Residence. NOTE.—Persons who are unable to obtain execution of the residence certificate in the State or Territory of their legal residence in time to file it with the Commission on or before the closing date specified should transmit the application to the Commission by the required closing date and submit an executed Officer's Certificate of Residence on a separate form (No. 12) as soon thereafter as possible. Failure to submit such residence form promptly may result in loss of opportunity to be considered for appointment. Only one application should be filed by a person wishing to apply for two or more of these positions.
2. Applicants must submit with their applications their unmounted photographs, taken within 2 years, with their names written thereon. Proofs or group photographs will not be accepted. Photographs will not be returned to applicants.
3. Applicants for Rehabilitation Specialist for the Visually Handicapped and Assistant Rehabilitation Specialist for the Visually Handicapped who wish their names included in the list of visually handicapped eligibles must submit Form 3492 executed by a duly licensed oculist or ophthalmologist; and applicants for Rehabilitation Specialist for the Deaf and Hard-of-

Hearing who are unable to hear ordinary conversation at a distance of 15 feet with either ear, but who have residual hearing sufficient for carrying on conversation in normal voice at a distance of not less than 6 feet with or without the use of a hearing aid must submit Form 13 executed by a doctor of medicine.

PROOF OF EDUCATION.—Applicants may be required to present to the Commission proof of completion of the college courses claimed. Proof will be requested by the Commission, if required.

VETERAN PREFERENCE.—Applicants who wish to claim veteran preference must file, in addition to Application Form 8, Preference Form 14 (blue), properly executed and accompanied by the documentary proof required therein. Failure to submit such evidence promptly may result in loss of opportunity to be considered for appointment.

SEX.—The department or office requesting certification of eligibles has the legal right to specify the sex desired.

FINGERPRINTS.—Fingerprints will be taken of all persons appointed from these examinations.

APPLICATION FORMS.—The necessary forms, except Form 3492, may be obtained from the SECRETARY, BOARD OF UNITED STATES CIVIL SERVICE EXAMINERS, AT ANY FIRST- OR SECOND-CLASS POST OFFICE, from the United States Civil Service Commission, Washington, D. C., or from the United States Civil Service district offices at any of the cities given below (the title of the examination desired should be stated). Form 3492 may be secured from the United States Civil Service Commission, Washington, D. C., or from the *United States Civil Service district offices* at any of the cities given below:

Atlanta, Ga., New Post Office Building.
Boston, Mass., Post Office and Courthouse Building.
Chicago, Ill., New Post Office Building.
Cincinnati, Ohio, U. S. Post Office and Courthouse.
Denver, Colo., Post Office Building.
New Orleans, La., Customhouse.
New York, N. Y., Federal Building, Christopher Street.
Philadelphia, Pa., Customhouse, Second and Chestnut Streets.
Seattle, Wash., Federal Office Building.
St. Louis, Mo., New Federal Building.
St. Paul, Minn., U. S. Post Office and Customhouse.
San Francisco, Calif., Federal Office Building.
Honolulu, T. H., Federal Building.
Balboa Heights, Canal Zone, *Secretary, Board of United States Civil Service Examiners.*
San Juan, P. R., *Chairman, Puerto Rican Civil Service Commission.*

THE EXACT TITLE OF THE EXAMINATION DESIRED, AS GIVEN AT THE HEAD OF THIS ANNOUNCEMENT, SHOULD BE STATED IN THE APPLICATION FORM.

Issued: September 19, 1940.

THE CASE APPROACH IN AN INTEGRATED CASE LOAD [1]

By Harry E. Hayes

In this brief discussion of the case work approach in an integrated case load we will have in mind the case load which is not characterized by the presence of a common problem in all of the cases, such as poor health, broken homes, disabling old age, or blindness. We will consider, rather, the generalized or undifferentiated case load composed of heterogeneous cases with varied problems, such as those commonly assigned to the family case worker.

Historically, social work has been practiced as an incidental part of the fields of education, medicine, psychiatry, law, and church work, in addition to being practiced under its own auspices. It is true also that, while functioning under its own organization, social case work has closely allied itself with, and has been dependent upon, the various other professional resources of the community. This tendency resulted in the segregation of case work practitioners into rather well defined groups within the general field on the basis of the particular types of problems which were common to the cases with which they dealt. This specialization was not a sign of maturity but more an indication of the underdevelopment of social work as an individually identified field. Growth has been persistent and rapid, however, and there is an increasing tendency for social workers as a group to meet on more common ground to define their objectives, interests, methods, and problems, and in most cases, arrive at the realization that their objectives are identical, that they have common interests, that their methods are essentially similar, and that their problems are comparable.

The public assistance agencies are responsible for the extending of service, material and otherwise, to a larger number of individuals and families than any other type of case work agency in the country. Among their cases may be found every variety of human problem. It is the most common practice among these organizations to group their cases geographically for assignment to case workers. This division of responsibility is obviously the most practical in the less densely populated areas of the United States and presents us with a typical example of the integrated case load.

The case worker with this type of case load is confronted with a myriad of situations. In turn, he considers problems of unemployment, old age, the home with one parent, the juvenile offender, the unmarried mother, the chronic and acutely ill, and the blind. His tasks are certainly varied, and it may well be true that his experience in dealing with any specific problem is limited. But the very essence of his job as a case worker implies that he cannot presume factors to exist in a given case simply because they were present in another situation where the primary problem was apparently the same.

Turning from the so-called problem itself which may equally well be a cause or a symptom of the fundamental difficulty, we find that the worker does have a common denominator in the fact that, throughout, he is dealing with human individuals who are residing in a physical and social environment with which he is familiar. His task is to establish the necessary relationship with his client, his client's family group, and with sources of in-

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[1] A paper presented at a meeting on The Social Treatment of Blindness, National Conference of Social Work, 1940.

sight outside the family group; to assemble all factual material in a scientific manner and weigh the evidence in order to arrive at an objective and accurate interpretation. This is diagnosis.

Families which include blind individuals make up but a minor portion of the cases assigned to the public assistance case worker responsible for a geographical district. In the worker's private life he has probably had only superficial contacts with visually handicapped persons and in most of these instances gained little to promote a better understanding of the ramifications of this handicap. He could correctly be considered ill equipped for the responsibility placed upon him if repeated and intimate contacts with blind persons were the criteria to be used. But on second consideration, is such experience necessary for the prepared social worker to be in a position to offer constructive service to his blind client? He should certainly be interested in learning all that is pertinent about the handicapped client he is immediately considering and in endeavoring to assist him to develop to the fullest extent of his capacity. The worker may not know blindness in general and the manner in which it has altered the lives of many persons, but he can be expected to exert every effort and utilize every source of information in order to understand the manner in which it has affected his clients. This knowledge is the essential factor.

After securing all needed information regarding the families with their varied circumstances which have caused them to be unable to completely organize their own affairs, and after a careful analysis and evaluation of this information to determine what services from the outside are indicated, the case worker is ready to outline treatment plans.

Treatment is obviously based on needs, and needs cannot be forced into one mold. Material assistance is a common requirement and is more frequently than not associated with equally serious needs which sometimes are the cause of financial dependency. Employment, medical care, leisure-time activity, legal advice, training, or any combination of many needs may exist in one family situation, each in a different specific setting. The case worker is able to fill many demands through skilful and understanding interviews directed toward conscious objectives, and in some cases treatment can be largely confined to the client-worker relationship, with the agency possibly providing material assistance. But, although the social worker does often offer these intrinsic functions, his rôle is many times a supplementary one. He finds that he can be of greatest service to his client by co-ordinating certain resources to meet the needs apparent in the case.

The case worker, then, must be aware of and conversant with, the resources of his community and those existing outside of the immediate community which are, nevertheless, applicable. In addition, he must utilize these resources to their fullest extent where they are indicated.

In outlining a treatment plan for a visually handicapped client the worker may immediately make provisions for physical needs but find himself to be at a loss to provide all the service needed to place the client more in step with his sighted neighbors. This is no reason, however, for his being unable to recognize the need for additional service, and his thinking should immediately cause him to cast about for resources. They may be found within the community in the form of understanding employers, teachers, medical agencies, group work agencies, etc. But what else is available that can be utilized in making a more comprehensive and directed treatment plan? In most sections of the country the states operate specialized agencies equipped to offer service to this particular handicapped group. It may be a state school, a commission, a vocational rehabilitation program, or a special division in the department of social welfare. These agencies are frequently in a position to offer

services which the case worker may have found to be needed in selected cases.

It seems appropriate to mention here that the specialized agency has a serious obligation to keep the case workers within its service area informed of its functions so that they may be utilized to a maximum degree. Then too, the case workers may recognize needs but be insufficiently informed regarding the ability of their clients to benefit by the services of the specialized agency. These agencies, in order to better serve the group for which they exist, should counsel with the case workers and point out that certain problems can be alleviated or dissolved by the fostering of personal growth, or by making available opportunities of a certain type. These obligations are doubly binding when we consider the very practical and human matter of the variation of skills among case work practitioners.

With the treatment plan in operation the case worker's task is by no means completed. Close follow-up attention is necessary for the purpose of insuring sustained development, and for evaluating the treatment plan itself as applied in the particular case. Treatment implies, also, a continuing diagnostic process carried out in the light of subsequent personal and environmental changes.

In the instance of visually handicapped cases, treatment may have taken the form of medical care, cultural instruction, personal counsel, vocational training, leisure-time activity, employment, or may have been directed in other similar channels which were found to meet particular requirements. It is the duty of the case worker to study the response to treatment, determine its value, interpret the treatment to the client in relation to his problem, stimulate the client to set up goals of achievement, and keep constantly in mind the ultimate objective toward which the treatment plan is directed. The maintaining of a workable client-worker relationship is important throughout the period of treatment, with the client possessing a realistic conception of his problem and actively participating in the necessary adjustments required for its modification or solution.

It is also the case worker's duty to keep other agencies, organizations, or individuals co-operating in the plan, informed of progress in the case. For example, if a state agency for service to the blind is providing treatment service of a particular type, the worker should keep that agency aware of all current developments and supply information regarding the client's complete social situation gained through close and continued contacts. In a very real sense the case worker should serve as an agent of the co-operating specialized agency.

Our discussion of the case approach in an integrated case load has placed emphasis on three major points, namely,

Intelligent diagnosis;

A thorough knowledge of treatment resources and their use where indicated; and

Adequate follow-up attention.

These steps are primary in the case work process regardless of the varied nature of the problems found in the case load. A wide variety of techniques are, of course, applied by the worker within these broad areas, but it is not the purpose of this paper to discuss them in detail.

In turning again to work with visually handicapped persons by the general case worker, we ultimately find that the requirements for accomplishing the maximum desirable results are the same as those required in any thorough case work job. However, the worker may at times find it necessary to utilize the services of the specialized agency to a large extent for the purpose of gaining insight into the peculiar conditions imposed by blindness, in minimizing these conditions as they retard growth, and in making available opportunities for development which will

enable visually handicapped persons to occupy a more desirable position in sighted society.

The general case worker should not feel that he should rely on the special agency for the blind completely because the agency exists for service to that particular group. As a sighted and informed member of the same community, he is in an excellent position to be of invaluable service to his handicapped client. In other cases he is required to depend on medical opinion, the services of the public school system, or the state employment service, but is still conscious that in co-ordinating these opportunities he has not lost his identity. In accepting advisory and treatment service from the special agency for the blind he is performing the same function of co-ordination.

In my opinion there are distinct advantages to the community in having services for the blind integrated by a representative of a generalized agency. The worker is in a position to view the problems associated with blindness in relation to the community and its problems as a whole and interpret them to the citizenry. This may tend not only to benefit certain blind individuals but broaden opportunities for blind persons of the vicinity in general. In addition, community interest in preventing blindness might well be aroused in this manner.

A physical factor operating to make service for blind individuals a feasible function to be carried on with the full knowledge and assistance of the local case worker is the inability of a state staff of specialized workers to accomplish an intensive case work job in a large number of cases spread over the wide areas which most of our states have. The limitations of time and distance make it impossible to maintain the necessary relationship with the client and his family and continuity of the treatment, indicated by a thorough knowledge of the individual in his total environment.

There is still a need for the specialized agency interested in visually handicapped persons, and there will continue to be until the blind and their problems can be viewed intellectually instead of emotionally by the general public, and until opportunities open to sighted persons are made more equally available to this group.

The general case work practitioner and the special agency should work hand in hand. There is a definite place for both, and cooperatively they can better serve their community and its citizens.

THE CASE APPROACH IN A DIFFERENTIATED CASE LOAD [1]

By Murray B. Allen

There are two schools of thought regarding integrated case work. One contends that all problems of maladjustment are so similar that any trained case worker can handle them in her ordinary routine. Individual differences are so slight as to constitute no serious particularization. The other school believes that physical, social, and mental variations bring about specific classifications, establish clear-cut groups, and set up areas of endeavor in which the case work attack must be gauged to meet conditions within these defined fields. The question is: Is there religious case work, medical case work, parole case work, social service among youth, among the blind?

If the general population is listed under general categorical headings, like Low Income Group, Relief Clients, Independent Wage Earners, Professional Workers, High Income Groups, a series of columns would be set up. Down these columns would appear such items as: the aged, the mentally defective, parolees, mothers of dependent children, genius type, and a host of other divisions. Somewhere along this column would occur the blind. Is it the case worker's task to traverse this column in a vertical direction, confining herself to one heading like Relief Clients, for instance, and encountering the blind as an integrated part of that group, or should she travel in a horizontal direction along the line marked "Blind" whether she encounters them in the Relief, Professions, or High Income? No matter what street she went along, she would sooner or later come to a cross-lane upon which dwell those who do not see. If she determines that the blindness is the chief cause of distress, she will work the length of the cross-lane from the wealthy to the poverty-stricken ends. If she feels that the economic condition alone is her milieu, she will catch her blind clients as they come and then go down the main street to her next problem. Her method of attack will be decided by her philosophy of case work.

For my own part, I am neither a horizontalist nor a verticalist. There are fields in which blindness is the only consideration, and where the maladjustment is brought about by the loss of sight. On the other hand, there are problems that arise from the social or economic situation in which blindness is merely an incident like an amputation, a lost job, a personality defect, or a lack of trained skill. General welfare agencies should be sufficiently well staffed to carry on the vertical route and take the blind as they come. In certain particulars, however, the agency for the blind should have prior jurisdiction and treat with the blind in all categories.

The Utah Department of Public Welfare has charge of all aid categories and has, with its county and district workers, a large trained staff for general case work. The blind, whether recipients of Aid to the Blind, Old Age Assistance, Aid to Dependent Children, or General Assistance, are dealt with by these workers. It has been my contention, however, since the advent of Social Security, that the Department should engage a specialist in work for the blind to meet complaints and adjustments arising from the fact of blindness. Last July, a young blind man, with a degree in sociology and an in-service course on my staff, was appointed Consultant for the Blind

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[1] A paper presented at a meeting on The Social Treatment of Blindness, National Conference of Social Work, 1940.

in the State Department. The state officials were at first reluctant to accept a specialized worker, but the Board made the appointment, and the new worker had to be given assignments. After a "seasoning process" to give him a "vertical" point of view, to develop a co-ordinative attitude with all other departments, he was set to work upon cases of the new medical and surgical eye care, an area in which the matter of blindness could not be disputed. From time to time, cases of complaint on aid to the blind came to his desk as well as difficulties of the blind in other categories. He has taken with me some of my field trips when we have met with local staffs and supervisors to explain work for the blind and answer problems involving blind clients. We have found that these workers, who are trained for integrated work, are eager participants in these conferences, recognizing the differentiated service that we can render. At each conference table, the inquiries went directly to acute situations, indicating that general workers are baffled at times with difficulties arising out of blindness.

One county director made the categorical statement that the blind member of a family requires less for the clothing budget than any other member. Since a blind man could have no possible interest in anything but mere subsistence, a pair of overalls and a work shirt should make his complete wardrobe. My reply was equally categorical: "The blind person should be the best-dressed of any in the household." I grew passionately eloquent. It is bad enough, I declaimed, to be blind without being imprisoned. It is bad enough to feel the mark of blindness without having to wear the shroud of blindness. There is enough tragedy in not seeing without making that tragedy worse by giving only dry crusts to gnaw upon. If case work can ever justify itself, it must either ease a man to his death or save him from the grave. The worker with an integrated point-of-view may occasionally see nothing ahead of the blind sufferer but release through the pearly gates. The exponent of differentiated service, schooled and skilled in treating clients within his group, believes in giving his clients as much of the life abundant as they can assimilate while they are forgetful of the end of life. He doesn't believe in overalls for his blind friend. He thinks that a good suit and polished shoes are not only his right but his necessity.

The difficulty with the vertical approach is that it works under a caption in which blindness is merely an incident. Blindness is much more than an incident in any life. It is a situation bearing a serious economic and sociological weight. The weight varies with individuals, and the case worker with only a casual knowledge of blindness and its implications is likely to misjudge its incubus in any one person. The worker specialized for the blind has two sources of strength: She can evaluate the blindness, and she is presumably an expert in ways of lightening its impact. The one suffering from blindness may know less about it than anyone else. In the beginning, at least, he cannot face it impersonally. His fellow men, however, still live their normal lives—the sun has gone down for him alone. His world is not merely one in which the sun has gone down. It is one in which his fellow men still see the light of day and operate their lives accordingly. It is a universe in which he must learn to travel old highways by new methods, keep alive old associations by untried means, hold to old faiths by mental and emotional vigor instead of physical contact. It is a land where his old crafts are taken over by more competent workers and new forms of pastime and recreation must be invented. If bread and butter, if shelter and shoes were his only concern, any standardized case worker could qualify to guide him. His world, because of his blindness, is a different sort of habitat and he must be accommodated to it. That is the job of a specialist. That is the assignment of a technician in a differentiated field.

"Need" is the *alpha* and *omega* in the material subsistence system, but "need" is so inadequate in setting forth the requirements of a life. The "needy" blind are not all the blind, but all the blind need specialized requirements. Even the shining examples of success have their limitations which can largely be overcome by professional training. I was told by a United States Senator that a famous blind politician, a man held up to all of us as a torch to light our own paths, was in reality an ill-adjusted and awkward human machine. Throughout his life, he had disdained any services for the blind, he scorned to be labeled and to accept advice from those who should know. As a result, he was a burden to his associates and a clumsy, stubborn, and gawkish misfit at all times. His scorn for help made him scornful toward those needing help, and his attitude reflected itself in his uncharitable political views. As he would not tolerate the touch of other humans, he lost the human touch himself. Despite his intellect and education, he was an eventual failure because he was not efficient as a blind person. His requirements were not "need," but he did lack training for his disability. Differentiated case work, even in its rudimentary form of a generation ago, would have saved him from his self-sufficient isolation.

It is obvious that, even in the ranks of the blind, there is a wide differentiation. Upon some personalities, blindness will touch with the weight of ounces and upon others blast with the force of tons. It is occasionally the tendency of general case workers to regiment all the blind into one class. This is as contradictory of the facts in the matter as trying to standardize all farmers, all stenographers, or all school children. Individual differences are accentuated by blindness, and the worker who aids most competently in adjusting her blind client is the one who can gauge these variations most accurately. Such accuracy comes only with training, experience, and a background of data and fact. The case worker who must scatter her efforts among all the possible categories cannot hope to attain it. Only when she becomes a specialist can she judge the true effect of individual blindness and attempt to correct it. The skill required to separate a man from his blindness or to train him to live with it triumphantly is rare and should be developed and nurtured when it is found. A case worker in this field deals with personality and should be competent to make the nice adjustments necessary in each instance that will release the fullest capabilities of her client.

It would be false reasoning to say that a differentiated program is, of itself, the one desirable objective. There are many considerations upon which it must be based. Granted that, as a philosophy of social work, it is most advantageous to the client, it still demands certain basic considerations. If there is to be a specialist for the blind, the delinquent, the crippled children, the parolee, that specialist must be first and foremost a general case worker. She must be a general practitioner before she is a specialist. In this respect, she does not differ in her training and background from any other case worker. She must be able to serve plain meals before she attempts to administer a dietary. When she enters into the restricted field, she must be expertly prepared to practice there. The first fundamental in a differentiated case load is precise skill within that field. There is, for instance, an area in which medical case work can serve an ailing client but the worker, in order to correct a faulty socio-medical situation, must have expert knowledge of nursing and therapeutic methods. Likewise, in work for the blind, a case worker in that department should be recruited from the ranks of the integrated and then be trained in the particularized needs of the blind. She should understand eye maladies and their varying effects upon the attitudes and outlook of her clients. She should know the psychology of blindness and the economic possibilities and

restrictions of the blind. She should know when not to teach crafts and reading as well as when to teach them. She should know the characteristic weaknesses of the blind as well as their sources of strength and courage. Her approach should be activated by a realistic faith in the blind tempered by a considered estimate of the individual in hand.

One chief objection to a differentiated program is its cost in time and money. In a small staff, "categorical allocations" as Dr. Wayne McMillen calls it, is almost a physical impossibility. Questions of finance, geography, administrative expediency arise to hamper it. In the case of the blind, since that is our present interest, the material-benefits case worker, when she encounters problems pertaining to blindness, can usually refer to a commission for the blind. In some states, there is a drift toward an absorption by welfare departments of these functions. One argument against such assumption is that it destroys differentiated case work in favor of integrated. It deprives the blind and other categories of the special benefits which are theirs by right. The answer to the economy objection is the specialized agency with its trained personnel, its equipment, and its historical experience which often outdates that of the standard case work group.

I have long been an advocate of higher standards in work for the blind. Outstanding cases of achievement among those who do not see teach us that the blindness itself is not the paramount handicap. We are often told that the lack of opportunity is the greatest hurdle for the blind. There is no doubt that many doors are closed against them but all these doors are not locked and barred. I am becoming more and more convinced that the reason why so many fail to unfasten the doors and enter in is because there is something amiss or remiss in the one knocking at the door. They are either too arrogant or too apologetic; too inflated with insubstantial training, too deflated with fear and inferiority; too palpably blind or too self-consciously ignoring blindness. While workshops and placement agents are making openings for the blind, teachers and social workers have an even more exacting task of preparing the blind to accept those openings. While home visitors and recreation leaders are planning a more active living for the unemployable blind, expert case workers should be building up personal and social stamina to meet that life. If work for the blind is a mere palliative, a soft anaesthesia to dull the senses to painful disillusionment and frustration, then any sort of time-serving teaching is enough. If it is a constructive and progressive movement to discover, arouse, and finally to inspire, then let us give it into the hands of the trained, the skilled, the professional. If the blind are prisoners in their cells to be kept content until the day of execution, any little crumbs of pastime and penny profit will suffice. If they are to be prepared for later release to take whatever share that may be in a free world, then no training, no adjustment, no strengthening of personality, no reconstruction is too good.

In another paper at another convention, I said that blindness has never been adequately defined. There is a collateral statement; work for the blind has never been adequately defined. Perhaps it cannot be fixed in words—should not be. It may be that its goal is the goal of life itself, the highest possible self-expression, the richest fulfilment. If that is accepted, case work in that realm must depart from the integrated, where only the common needs of all humans are considered, and enter into the differentiated, where distinctive needs are met. It should then, logically, after long labor in that field, return to the integrated, carrying with it into general living its harvest of a more efficient, a better skilled, and a more adaptable blind man or woman. Education or social work in any area is nothing more than conditioning students or clients to live completely, comfortably, and effectively

in their environment with all their possibilities. So with the blind, the conditioning process should analyze each possibility and expand it to the utmost, should widen the environments to all practical limits. Amateurs cannot do that: they know too little of the blind and of the world in which the blind can operate. It is an assignment for experts, for the professional.

To summarize then, I may say that the blind are found everywhere, in any category, any cross-section of society. Their physical problems are largely those of the group in which they live and can be treated with similar techniques. Their blindness, with all its implications, its restrictions, and its social and personal biases, is a matter peculiar to itself and calls for a differentiated approach. Excursions into that region, however, should be hazarded only by the competent traveler who is familiar with all the devious trails and knows also the rich resources of the land. There is good reason for case work in a differentiated field, but there is equally good reason to entrust it only to qualified specialists. Therein lies the future growth of the blind.

BEYOND THE HORIZON[1]

By E. A. Baker

That which lies beyond the horizon must, of course, be for us a matter of conjecture. By studying past experiences and developments and by understanding present day trends, we may develop fairly definite views and even convictions.

The extent to which our thoughts and convictions may be accurate will depend largely on our knowledge and understanding of the factors involved. These, of course, will include national and world events, economic and social changes, and adjustments in the point of view of those who need, those who organize, and those who finance welfare assistance in the community, the state, and the nation. Beyond all this we must have a sincere interest coupled with a broad understanding of and sympathy for human problems. We must realize that in most cases they are the product of physical or mental illnesses or disabilities, economic misfortunes, family disturbances, or a combination of two or more of these factors.

For us, the horizon varies greatly. For some it seems to be close to the office door, for others it is located at about five o'clock each day, and for still others at the end of each month. These are the people who are what we might term short-sighted, certainly more blind than most of the group I represent. There are others in your group and mine who see and understand most clearly the problems of today and, as well, far into the future. To these, the sudden and sometimes seemingly violent changes bring little or no surprise. On the other hand, they realize full well what should be done to ease the burdens of the unfortunate; to educate them to a healthy point of view; to provide treatment for their physical or mental ills and even surgery; to provide vocational rehabilitation wherever possible; to adjust our economic structure so that each may find his or her place and the opportunity to use the many or few talents possessed; to relieve the overloaded parts of our social welfare structure and distribute the load evenly so that each part may function efficiently for those it is intended to serve; and to relieve the taxpayer of unjustifiable burdens or educate him to the true significance and need lest he, being confused and discouraged by the faults or costs of the system, should suddenly seek relief by way of the political chopping block.

Therefore, our horizon in welfare work, be it near or far, is most important. In the space of one short paper it is obviously not possible to deal with the successes, the failures, and the achievements in our social welfare field, nor is it possible to deal with all the changes which are coming, some of them already in sight. My principal object is to encourage and stimulate social service executives and workers to more definitely study present-day problems so that they may better understand the changes which are coming so rapidly. Social service workers should have a broad understanding of the basic principles governing changes and developments. If they do not, then how can we blame the taxpayer and his political representatives if they make mistakes or do not take action agreeable to us?

May I refer briefly to the group I represent, that is, those who have lost the physical sense of sight. I realize that anyone associated with general social service or welfare work is confronted with many types of human problems; there are the blind, the deaf, the crippled, the sick, and so many others. It would be a wise

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[1] A paper presented at a meeting on The Social Treatment of Blindness, National Conference of Social Work, 1940.

person indeed who would lay claim to a complete understanding of all human beings with their great variety of handicaps, capabilities, and needs. Life is so short, and even social workers are still human. I suppose no one of the special groups has suffered so much from misunderstanding in the past, as the blind. This was probably due to two factors:

1. In the general population, and even in the general welfare group of any community, the blind constitute a comparatively small part;
2. The impossibility of a sighted person fully understanding the effects of blindness.

The only way in which the problems of blind people and the provision necessary for their welfare can be properly understood, is to analyze the group in any given community, together with the educational, vocational, and ameliorative service facilities available for them. After all, a blind person is a human being who has simply lost his physical sense of sight. This loss may occur in infancy, early childhood, early or late youth, early, middle or late adult life. Blind people are a cross-section of society as a whole, and especially those who lose their sight in adult life, represent every profession and occupation. In the average community, over 70 per cent of the blind have lost their sight in adult life. Lack of sight leads to concentration on the use of other senses and capabilities. This is especially true in the case of the intelligent and imaginative. Many of the outstanding men and women of the world were sightless. We may, therefore, conclude that the mere lack of sight is no excuse for discounting the sightless person or for considering him to be a total economic loss, fit only for relief and idleness. This is apt to be the short-cut, path-of-least-resistance route, which I am sorry to say is too often followed by the unthinking, unfeeling individual who unfortunately occupies a position and makes a pretense of organizing or attempting social welfare service. I feel certain that you, with your understanding and consciousness of social responsibility for the welfare of human beings in your community or your state, would not commit the grave error of considering the poor-law dole to be the proper and only solution for a sightless person, nor should it be considered that any form of state insurance, pension for the blind, or relief, is a sufficient solution or satisfactory alternative for rehabilitation or constructive employment service where such is possible. A social outlook along these lines would indicate a reversion to the practice of the dark ages.

What of the future! In our services for the blind these days, we are taking an increasingly serious view of our responsibilities and the opportunities for comprehensive service. We are thoroughly analyzing our group; we are extending services for the prevention of blindness, for care of the pre-school age child, for intelligent and practical education, for vocational guidance during the advanced educational period, for co-operation between the school and the service organization, for continuity of vocational guidance coupled where necessary with assistance for the school graduate, and for appropriate vocational guidance and assistance for those losing sight in adult life. Co-incidently we are taking an increasingly broad view of the necessary relationships which now exist and must be further developed by the various services for our group and those which have been organized in the contemporary general field. The blind of today are more widely awake and socially conscious than ever before. Professional standards in schools and organizations serving the blind have been given a great deal of attention and are comparable to those in the general field. Unfortunately there are still some sections of our field where services have not been as yet co-ordinated and others where as yet they are not sufficiently comprehensive. I am under the impression that similar difficulties apply to the welfare field in general. However, we are aware of the weak points. In our efforts to co-ordinate and develop we

realize the difficulties arising as the result of vested interests, but we are not discouraged. We realize we cannot hope to be perfect, but at least we may continue to put our wholehearted effort into the work.

There is one direction in which we have been given some cause for anxiety. We realize the general tendency to comprehensive national organization. We realize the usual ambition, under such circumstances, to be comprehensive and wholly inclusive. I feel quite certain that there could be no legitimate objection to organizations serving our group being considered as a co-operating section in any community or state-wide welfare program, in order that the progress and accomplishments of a century and a half may be utilized and not discounted or unthinkingly discarded.

May I again repeat, with all the emphasis of which I am capable, that a blind person is a normal human being, lacking physical sight but actuated by all the fears, hopes, and desires of other equally intelligent members of society. If blindness has come into his or her life and a proper adjustment has been made, then it will represent only a handicap challenging the individual to greater effort. Again may I express the hope that no social service worker or executive in the general field will ever consider the sightless as a total loss and deny them the right to a reasonably normal and self-respecting position in society. If some degree of inclusion is to be the order of the future, then it must be on the basis of a free and fully participating partnership in which the capable worker for the sightless will be regarded as a specialist in the field, and where the school and the adult service organization will be permitted to function fully and efficiently for the group they serve. The future holds great promise, but fulfilment will depend substantially on our thoughts and actions now and in the days to come.

THE TALKING BOOK—PRESENT AND FUTURE

By Leroy Hughbanks

The instrument, which we commonly call the "phonograph," is, in the judgment of the writer, the most marvelous of all inventions. The art and science of the phonograph has undreamed of possibilities. I wish that space permitted discussion in some detail, of the many purposes to which it will likely be put in the future. We have always thought of the phonograph, as a machine to play or reproduce records for us. Such records, in the main, have been recordings of either instrumental or vocal music, but the inventors of sound reproducing instruments had in mind a much greater range of usefulness than the purpose which we have just mentioned above.

The following, for example, are some of the many uses which Mr. Edison had in mind when he applied for his patent (we quote from "Talking Machines" by Ogilvie Mitchell):

1. Letter writing and all kinds of dictation without the aid of a stenographer;
2. Phonograph books, which will speak to blind people without effort on their part;
3. The teaching of elocution;
4. Reproduction of music;
5. The "Family Record"—a registry of saying, reminiscences, etc., by members of a family in their own voices, and of the last words of dying persons;
6. Music boxes and toys;
7. Clocks that should announce in articulate speech the time for going home, going to meals, etc.;
8. The preservation of languages by the exact reproduction of the manner of pronouncing;
9. Educational purposes, such as preserving the explanations made by a teacher, so that the pupil can refer to them at any moment, and spelling and other lessons placed upon the machine for convenience in committing to memory; and
10. Connection with the telephone so as to make the invention an auxiliary in the transmission of permanent and invaluable records, instead of being the recipient of momentary and fleeting communications.

The second potentiality of Mr. Edison's patent is the only one which will, at present, permit of discussion.

The Talking Book, as we know it today is a glorified phonograph. The development of its possibilities, either in its physical features, or in its utilization, has only been touched in the slightest degree. This is not the place to discuss changes and alteration in the instrument, but I am confident that the Talking Book machines of the future will be much different, not only in their physical appearance, but in their potentialities.

This discussion will be confined to the Talking Book in relation to its future uses.

The advent of the Talking Book has been the most blessed event, not only in the lives of the blind of this generation, but possibly in the lives of those of many generations to come. It is more valuable than any other invention ever vouchsafed to the blind. I say this, because its benefits reach more of our people. The blind of all walks of life, all professions and classes, have been able to share in its entertainment, and its instruction. It is a willing reader, a teacher, a theater, a church, and a concert hall, all housed in one little magic black box. It is indeed, the "Aladdin's lamp" of the blind. It brings comfort, joy, independence, instruction, and pleasure inestimable to those "who sit in darkness." Truly, "a great light hath shined." A prophet in the wilderness of life is bringing a message of hope for us to be of good courage for great things are coming, and we are to be raised once more to greater heights of achievements.

The Talking Book machine is an auxiliary to braille readers. To them it is an added means of information and entertainment. To those who do not read braille or Moon type, it is, in many instances, their entire resource for gathering information, or receiving pleasurable and profitable entertainment from reading. Some of us have been astounded to find how few of the blind read any embossed system at all, and we are still further astonished, when we are told by so many of our blind friends that they do not like to read braille. Let us face the facts as they are, and not as we would wish them to be.

The writer is very happy to see new and enlarged uses of the Talking Book being made; for example, its use in the class room for primary and elementary students—though I am wondering if its full uses have been realized even in this field. Those without sight want to know what things are like. The Talking Book is a fine means to aid them in this particular. Let us stop keeping our microphones in recording studios permanently, and take some of them into the forest and fields, where nature is at her best. Our blind people want to know what certain animals are like. They want to know what noises they make. Let us describe them, and, if the animal is not available, there are our excellent imitators to assist us in such recordings. Why not describe, not in scientific and technical terms, but in language simple but vividly descriptive—for instance, a flash of lightening and an auroral display, a rainbow, a sunrise, a sunset, the moon, the starry heavens at night, and many other phenomena which will suggest themselves.

In the realm of higher education, the Talking Book can be most valuable to students in law, social science, psychology, theology, and many other fields. Such subjects as the above lend themselves admirably as reading courses.

The study of foreign languages has in a few instances been augmented by the use of records, but so far as I am aware no serious attempt has ever been made in other than the Romance and other modern languages. It appears to the writer that not only could and should courses in these languages be made available to us, but in the more difficult ancient languages also. There are doubtless those in our midst who would appreciate at least a slight knowledge of some of these languages. In this connection as a practical beginning we might try the New Testament Greek, using perhaps the Gospel according to St. John as a beginning.

Another suggestion which seems to me of the utmost importance is a hastening of the improvement of methods so that we may have magazines and at least weekly newspapers on Talking Book records. It may be that the most feasible method of producing these weekly newspapers would be for the various divisions for the blind to install sufficient recording apparatus so that they could record the news for blind persons in their respective states. Whatever method is used this undoubtedly would be one of the most appreciated services which could be rendered to blind readers.

The subject of the Talking Book is inexhaustible. There is, however, one more suggestion which it seems to me, may have merit. It is hoped that the time is not far distant when the cost of record blanks for home recording will be greatly reduced. Then perhaps our Talking Book machines may be equipped to record speech. With such additional equipment correspondence courses could be enlarged to serve a much larger number of blind persons who read braille slowly and painstakingly.

As we said at the beginning the "phonograph" has undreamed of possibilities. It is not only a "resurrection," as one writer speaks of it, but it is the past made alive again and brought with living glowing luster into our very present, for our approval or our rejection.

WORKMEN'S COMPENSATION INSURANCE AND THE PHYSICALLY HANDICAPPED[1]

By George Lavos

The belief is prevalent that the physically handicapped, because of their defects, are very liable to injury. The available but scanty data from research indicate the possible falsity of this belief.[1] Since the data are meager and not widely disseminated, the belief remains firmly entrenched in the public's mind. One of the more serious effects of this belief is the fear on the part of employers that hiring the physically handicapped will bring about difficulties under the workmen's compensation administration.[2] This fear of compensation difficulties may be analyzed into two parts.

Employers fear that, under the workmen's compensation law, they will be held responsible for the combined effects of the original defect itself and the last injury.[3] They also fear that, because of the supposed higher accident rate, companies issuing workmen's compensation insurance will increase the premiums when physically handicapped are employed. The present report is concerned with this latter obstacle in the way of employment for the handicapped.

Determination of Premium

Under workmen's compensation insurance the premiums are initially set up in relation to two chief factors. The first of these is the industrial classification. The industries under the workmen's compensation jurisdiction are classified, and the accident hazard or risk in each classification is determined. Upon this a general rate for each classification is established. The second is the number of workers in each classification. The initial premium of any risk is determined by the classification under which it falls and the number of workers on the payroll in each such classification. This is called the normal rate.

Nearly all insurance companies offering workmen's compensation insurance are members of the National Council on Compensation Insurance. This Council determines the rates for its members. In some states, such as New York, a local rating bureau establishes the rates for the jurisdiction. These rating organizations do not take into consideration any physical defects of employees on the payroll. The formulae for rate-making make no provision for the physical defects of employees.

Legal Control Over Premium

Most of the states which require compensation insurance also regulate this insurance. Most frequently the superintendent in charge of insurance in the state, or the administrator of workmen's compensation, must approve the rates as "reasonable, adequate and just," some states specifying "not excessive" or "not discriminatory."

Editor's Note.—This is the third of a series of articles on legislation affecting the employment of the handicapped.

[1] Only one investigation on the accident liability of the physically handicapped has been reported. This study showed that the physically handicapped had a lower accident rate than their paired non-handicapped controls (Dietz, J., *An experiment with the vocationally handicapped,* The Personnel Journal, February 1932).

[2] California Department of Education, *Census and industrial survey of the physically handicapped in California,* Bulletin No. 9, 1935 p. 29; Federal Board for Vocational Education, *Report of study of possibilities of employment of handicapped persons in Minneapolis, Minnesota,* Bulletin No. 146, 1930, p. 50; New York State Employment Service, *How physically handicapped people find work,* 1935, p. 21.

[3] For methods used in compensation of second injuries see Lavos, G., *Compensating second injuries,* to appear in Rehabilitation Review, and Lavos, G., *Waiving compensation rights,* Outlook for the Blind 1938: 23: 128-32.

Not only are the rates controlled, but the policies for workmen's compensation insurance are on standard forms which must have the approval of public authorities. There is nothing in the forms which prohibits or curtails the employment of the physically handicapped. Any deviation from the accepted form would be a violation of the law. Thus, for example, the inclusion of a provision limiting the employment of the handicapped by requiring a larger premium, would, unless approved, be a violation of the law.

Two states have gone farther than the others in control over insurance rates as they affect the physically handicapped. The workmen's compensation laws of Minnesota and Indiana prohibit discrimination in premium because of the presence of physically handicapped in the work force of a risk (employer).

Legally it appears that, where insurance for workmen's compensation is controlled, there can be no unjustified discrimination against the physically handicapped. Both general provisions and, in two states, specific clauses prevent this.

Policy of Companies

Fifty companies were requested to give information on any modification they may make in premiums because of the presence of the physically handicapped.[4] No company of those responding makes any modification or discrimination in the premium charged when physically disabled workers (as defined) are on the work force of a risk. Several reported that any modification would be a violation of the law. Furthermore, no company makes any inquiries, before issuing a policy, on the physical defectives on the payroll of the risk. One company did report that, if they discovered a physically handicapped person in a job totally unsuited to his physical capacity, they would recommend transfer to more suitable employment.

Possible Basis of Discrimination

The premium, determined as briefly outlined above, allows for variation from classification to classification, but it fails to cover variations within a given classification. Thus the reduction of accidents through the use of safety devices and campaigns would go unrewarded, and the employer would have no financial incentive toward accident reduction. To overcome this defect a system of merit rating has come into vogue. Two types of such rating are used, schedule rating and experience rating. The former is a method which rewards the presence and use of safety devices and other physical means of accident prevention by appropriate changes in the premium. The latter is a method by which the premium is modified in accordance with the *actual* accident rate of a given risk over an extended period of time.

The presence or absence of physically handicapped may affect this latter type of merit rating. If there is associated with the physically handicapped as a group a higher rate of accidents than with the non-handicapped, then the employer will be penalized for employing them by their adverse effect on his experience rating. There is, however, as pointed out above, no evidence that the incidence of accidents among physically handicapped workers is higher than among the non-handicapped.

Summary and Conclusions

In workmen's compensation insurance the initial rate is determined by the industrial classification of the work and the number of workers in that classification. Statistically the formulae for setting this rate have no x's covering the physical defects of the workers on the job. Furthermore, variations from the standard rates are illegal. In fact in two states any variation which would discriminate

[4] The term physically handicapped was defined, for this investigation, as the deaf, blind, crippled, or arrested tuberculous.

against the physically handicapped is specifically prohibited in the law. Objection to the employment of the physically defective on the grounds that insurance companies charge a higher rate or that their employment is prohibited by terms of the policy is groundless.

Employers and, in the end, insurance companies offering workmen's compensation insurance would be justified in discrimination against the handicapped if they have a higher accident rate than the non-handicapped. If the handicapped were more prone to accident than the non-handicapped, their employment would cause a rise in the "accident experience" of the employer—if they formed a sufficiently large proportion of the work force—and so adversely affect his experience rating. The companies would, if this were so, find their reserves depleted because the handicapped would be causing a greater number of accidents and, consequently, greater cost than their proportion warrants. But the available data, though scanty, show that the handicapped do *not* have an accident rate higher than that for non-handicapped. Hence there is little to fear that the employment of a large proportion of handicapped would injure an employer's chance for a favorable experience rating. Furthermore, it must always be recalled that statistically the addition of one or two blind or crippled workers to a work force of five hundred would not amount to much. And yet, if each employer would employ one or two handicapped workers, the problem of the employment of the physically handicapped would practically vanish.

INDUSTRIAL GROUP LIFE INSURANCE AND THE PHYSICALLY HANDICAPPED

By George Lavos

Industrial group life insurance is an attempt to meet the life insurance needs of workers who, individually, would be unable to obtain such protection because of their substandard economic and health status. Group life insurance has two chief advantages over ordinary individual insurance. It costs less, and the health standards are not as restrictive. Insurance protection is given a group at a cost less than that for individuals because of the diffusion of risk inherent in groups and the quantity coverage. Individual insurance is based on the same principle of diffusion of risk which is inherent in groups. Group insurance is an extension of the principle securing additional lowered costs by quantity coverage.

Editor's Note: This is the fourth of a series of articles on legislation affecting the employment of the handicapped. The fifth will appear in an early issue of this magazine.

Employers have objected to employing the physically handicapped on the grounds that it would increase the premiums paid or that it is prohibited by terms of the industrial group policy in force.[1] Such an objection, if truly founded, would be a barrier in the way of employment for blind, deaf, and crippled workers in industry which could not be easily overcome. Therefore the nature of industrial group life insurance, the possibilities of objection to the employment of the physically handicapped as a group under such insurance, and the policies pursued by companies issuing such insurance must be examined.

Industrial Group Insurance—Its Nature and Basis

Industrial group insurance includes protection for life, accident, health, accidental death

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[1] Anderson, R. N., *Vocational versatility of handicapped workers,* 1933, p. 9; New York State Em-

or dismemberment, and pensions and annuities.[2] While such insurance can be taken out only by an employer for a group of fifty or more employees, the benefits are individual. The employer may include all or certain groups of his employees within the scope of the plan, but, under no conditions, can there be individual selection within any group so insured. Once the employer has taken out insurance for the group, every member of the group is insured. By law[3] the group to be insured must be determined by the conditions of employment (e.g., all workers in a given department, or all workers doing a certain job). Whatever plan of selection of group is used, individual selection must be avoided. There can be no restrictions on the basis of age, sex, color, or physical condition.[4] Industrial group insurance is issued upon the basis that active employment is sufficient evidence of insurability.

A medical examination is not required either by law or by the carriers. Adverse selection of risks, overcome in individual life insurance by the medical examination, is prevented by inspection of the sanitary conditions of the place of employment. The employer may, if he pleases, require a medical examination. In practice very few do solely for group insurance.

The initial premium is based on several factors: 1, Hazardous nature of the occupation of the group; 2, Age distribution of the group; 3, Sex distribution of the group; 4, Amount of insurance; and 5, the company's expenses. In general a higher rate is charged for hazardous occupations, older groups, females, and a large amount of insurance.

At no point in this formula for determining the premium does the physical condition of the insured enter. Legally individual selection for any reason is prohibited. Statistically there are no x's in the formula to cover the physical defects of workers in the group. In fact, it must be recalled, this form of insurance proposes to give protection to those risks whose economic and medical conditions is substandard.

A Basis of Possible Discrimination

In the formula for determining the premium age stands for frequency of death. It is obvious that with increases in age there will be greater frequency of death. In short this factor, age, stands for mortality rate, and it is upon the basis of mortality rate that objection against the employment of the physically handicapped can be raised.

The initial premium is based on the factors enumerated above. This method of determining the premium allows for no variation for a given company once a policy has been issued. To overcome this defect two types of policies are offered, participating and non-participating. Under the participating type dividends are paid to the policy-holders. Carriers offering non-participating policies have developed a rate reduction procedure based on an experience formula covering the number of insured, their *actual* mortality, and the length of time the policy has been in force. It is at this point that discrimination against the physically handicapped can occur.

Investigations have shown, in general, that the mortality rates of certain physically handicapped groups are higher than for the non-handicapped. The available and most inclusive data are presented in the Table. They are based on the experience of several companies granting individual insurance to the designated groups of physically handicapped for the policies issued from 1909 to 1927, carried

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ployment Service, *How physically handicapped people find work,* 1935, p. 23; Federal Board for Vocational Education, *Report of study of possibilities of employment of handicapped persons in Minneapolis, Minnesota,* Bulletin No. 146, 1930, p. 50.

[2] For purposes of this study group life insurance alone has been investigated.

[3] This discussion is based on the law of New York State.

[4] National Industrial Conference Board, *Recent developments in industrial group insurance,* New York, 1934, p. 12.

to the policy anniversary in 1928. Inasmuch as the policies were individual, the risks were highly selected as regards their health, severity and origin of disability, and economic status. The ratios of actual to expected deaths, presented in the table, are, therefore, *not* representative in any way of the ratios between actual to expected death rates if the physically defectives were as unselected as the nondefectives or the population at large. The ratios, if no selection had occurred, would be considerably higher. This inference is substantiated, in part, by the consistently higher ratios of the substandard policies when compared with the standard policies.[5]

Therefore the employment of a "considerable proportion" [6] of impaired lives would adversely affect the experience rating of an employer. For his own protection he would be justified in failing to employ the physically handicapped in any such proportion. On the same basis the insurance carriers offering group life insurance would be justified in circumscribing, in some way, the conditions under which protection may be given a "considerable proportion" of the physically handicapped. They would constitute a drain on the financial reserves of the insurance carriers unequal to their contributions. The physically handicapped, because of their higher than expected death rates, would fail to contribute a proportionate share [7] to the reserves out of which insurance is paid unless special adjustment were made in the rate-formula for their presence. Such adjustments are not made.

Table Showing Ratios of Actual to Expected Deaths among Various Types of Physically Handicapped with Probable Errors[a]

Physical Defect	*Standard policies*	*Substandard policies*
Blindness		
Total[b]	.....	157±17
One eye[b]	110±4	143±16
Deafness		
Total or marked	99±4	127±8
Deaf-mutism and mutism[c]	117±13	.....
Orthopedic		
Bone and joint tuberculosis		
Attack 3 to 5 years prior to policy issuance	.....	440±57
Attack 6 to 10 years prior to policy issuance	.....	451±45
Attack 10 and more years prior to policy issuance	88±9	107±9
Poliomyelitis	105±6	124±14
Amputation (leg above knee)[d]	109±11	141±17
Scoliosis[e]	106±8	161±10

[a] Actuarial Society of America and the Association of Life Insurance Medical Directors, *Medical Impairment Study*, 1929, Appendix.
[b] Limited to blindness arising from accident only.
[c] Actuarial Society of America and the Association of Life Insurance Medical Directors, *Impairment Study*, 1936, Appendix.
[d] Limited to amputations because of industrial or public accident only.
[e] Scoliosis arising from poliomyelitis and bone tuberculosis have been eliminated as far as known.

The Procedure of Insurance Carriers

Of the fifty companies from whom information was requested on their procedure of granting group life insurance to employers with deaf, blind, crippled, and arrested tuberculous workers, twenty-three responded with information and seventeen stated that they did not issue such policies.

No company has any regulations which prohibit the employment of blind, deaf, crippled, or arrested tuberculous workers. No company charges a higher rate or premium because of the presence of such physically defective workers on the work forces of risks.

In several cases the responses were qualified. One company would charge a higher rate "for a group consisting principally of blind persons—such as a school for the blind. . . ." Another company also made a similar qualification. Three companies stated that if the physically handicapped as defined would constitute a "considerable ratio" of

[5] A substandard policy is one in which a higher than normal premium is charged because the risk is somewhat undesirable.
[6] Just what this would be in terms of proportion of total work force covered is not here determined. It would be dependent upon, among other considerations, the financial reserves of the insurance company.
[7] The charging of a higher premium in substandard individual policies is an attempt to overcome this defect.

the workers under the risk they would generally refuse to insure the group. These three companies clearly stated, however, that if the proportion were small there would be no discrimination.

Summary and Conclusions

Group life insurance as applied to industry does not, in the formulae to determine the premium, take into account the physical condition of the risks insured. Legally individual selection on any basis is prohibited. Therefore the statements that hiring or having physically handicapped on the work force is prohibited by the insurance companies, or that the premium will be raised if they are employed, are groundless. There is no statistical or legal basis for such a statement.

On the other hand, there is a possible basis for discrimination against the handicapped under group life insurance. It has been shown that their death rates are higher than the expected death rate for non-handicapped. This would adversely affect the employer's experience rating if he employed a sufficiently large proportion of the handicapped. But what employer has such a proportion on his work force? The addition of five blind or crippled workers to a staff of five hundred workers would not constitute such a proportion. And yet how many employers have 1 per cent of their workers blind or crippled? In short no company has reached the limit of its absorptive power. Many more can be employed before the proportion becomes large enough to be a threat either to the experience rating of the employers or to the financial reserves of the insurance companies.

IN THE MORNING MAIL

To the Editor of Outlook for the Blind:

I am a professional member of the American Foundation for the Blind, and receive your journal regularly.

In the last February issue of your journal, there is an article entitled, "From Darkness to Light," written by Mr. Amal Shah. The article is interesting, but has a number of erroneous statements, which should be corrected in the interest of truth and justice to others.

1. It is stated on page 1, more by implication than directly, that Mr. Lal Behari Shah introduced the education of the blind in India. This is not true at all. At least two schools for the blind were started in India before Mr. Lal Behari Shah founded his school in 1897. These two schools are: "The Industrial School for the Blind," founded by Miss A. Sharp in 1887 at Rajpur, Dehra Dun; and "The Palamcotta School for the Blind," founded by Miss A. J. Askwith in 1890 at Palamcotta, Madras.

2. It is claimed in the article that Mr. Lal Behari Shah adapted English Braille to Indian languages. It is usually believed that he adapted English Braille only to the Bengali language, and not to any other Indian languages. That is why Bengali Braille is known as Shah Braille. But, the latest enquiry has shown that it is really Mr. Ramananda Chatterji, a well-known scholar and journalist of Calcutta, and not Mr. Lal Behari Shah, who originally formulated Bengali Braille.

3. There is neither a Nursery Department nor any arrangement for poultry raising at the Calcutta Blind School, the existence of which has been claimed in the article. I am in constant touch with this school and am in a position to say it both from my personal knowledge and from the latest annual report of the school.

4. Mr. Amal Shah did not start scouting for the blind in India or at the Calcutta Blind School, as he claims in the article. This will be clear to you from the papers enclosed herewith.[1]

5. Mr. Nagendra Nath Sen Gupta has been stated in the article to be the editor of a daily paper in Calcutta. I know him personally and can say that he has never been the editor of any daily paper in India.

6. I have been mentioned to be a lawyer of the Calcutta High Court. However much I would like to be one, I must admit that I am not a lawyer of any court in India. It is true that I have obtained my legal degree from the Calcutta University, but that does not necessarily make me a lawyer.

7. It has been stated that there are about two thousand blind children in schools for the blind in India. I am in correspondence with almost all the blind schools throughout India, and I can say that the number of boys and girls attending different schools will hardly be one thousand.

8. The article states that the number of blind persons in India is about two million. According to the latest Census Returns, taken by the Government of India in 1931, the number of blind in India is 601,370.

9. It is claimed in the article that the graded syllabus followed in the Industrial Department of the Calcutta Blind School has been adopted by all the industrial schools in Bengal. I interviewed the Inspector of Industrial Schools, Bengal in order to determine how far this claim is tenable. He is of the opinion that the statement in the article has been "thoughtlessly and inadvertently made." There are more than one hundred industrial schools in Bengal, and only five or six of them teach cane work, which is the main industrial subject at the Calcutta Blind School. Even then, the syllabus of cane work as it is carried out at the Calcutta Blind School, is not followed in these industrial schools.

In addition to the above-mentioned errors, there are a few other minor wrong and misleading statements in the article.

I request you to publish this letter in your journal in view of the fact that so many erroneous assertions should not go without correction in a respectable paper like yours.

S. C. Roy

Calcutta, India,
July 23, 1940.

[1] Space does not permit us to reproduce here the enclosures referred to, but copies will be sent to our readers on request.—Editor.

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HOME TEACHERS' CONFERENCE

The Eastern Conference of Home Teachers held its ninth convention in Brooklyn, New York, September 4 to 7, inclusive.

The opening session on the evening of September 4, was graced by the presence of several guests long distinguished in work with the blind, among them Dr. Edward E. Allen, Dr. and Mrs. O. H. Burritt, Mr. Walter G. Holmes, Mrs. Mary Dranga Campbell, and Miss Lucy A. Goldthwaite.

Programs of prepared papers and discussions occupied the morning and evening sessions on September 5 and the morning session September 6, while the afternoons of these days were devoted to observation visits to the Brooklyn Association for Improving the Condition of the Poor, and the Industrial Home for the Blind respectively. On the remaining evening the Marie Bloede Club for Blind Girls, under the auspices of the Brooklyn Bureau of Charities, presented two one-act plays in the Bureau auditorium, for the entertainment of the conference.

The final morning was taken up with a "roll-call by states," in which outstanding developments of the past two years were briefly reported, and a business meeting followed.

The following officers were elected for the coming biennium: Miss Ivie Mead, President; Miss Frances J. Mack, Vice-President; Mr. Stetson K. Ryan, Secretary; Mrs. Prudence Patterson, Treasurer.

The members of the executive committee consist of the officers and the following: Miss Lorraine N. Berger, Miss Mary J. Cherlin, Miss Ethel Crooks, Miss Cora A. Fitton, Mr. Cortez Godshall, Miss Lydia Y. Herrmann, Miss Margaret R. Hogan, Miss Mary Hugo, Mr. Neil C. Johannesen, Miss Beulah C. Kelley, Mrs. Marion Mauldin, Miss Charlotte N. Newing, Miss Loretta Noonan, and Miss Ruth Williams.

The papers presented at the Conference will be published in forthcoming numbers of the *Outlook for the Blind*.

A.A.I.B. CONVENTION

The biennial convention of the American Association of Instructors of the Blind was held at the Western Pennsylvania School for the Blind in Pittsburgh, June 24 to 28. Printed copies of the *Proceedings* will be ready for distribution in October, and may be secured from the Secretary, Mr. Josef G. Cauffman, Michigan School for the Blind, Lansing, Michigan.

Officers elected for the coming biennium were as follows: President, Robert W. Woolston; Vice-President, William G. Scarberry; Secretary-Treasurer, Josef G. Cauffman; Executive Committee, B. S. Joice, *Chairman,* Charles E. Kaufman, Edward H. Brayer, W. E. Allen, and Mrs. R. H. Woodward.

Guidance is not an exact science, but rather a process of helping an individual to help himself. A good counselor does not tell a student what he is best fitted for, but suggests a number of fields of work that might be attractive, helps a boy or a girl to decide on an occupation, and advises about training and training opportunities. No guidance service is able to point out the *one* vocation that an individual is best adapted for, because most likely any individual would be equally successful in a number of vocations.—From *Individual Guidance* by Walter J. Greenleaf.

FOUNDATION ACTIVITIES

News notes of the current activities of the American Foundation for the Blind

ANNUAL MEMBERSHIP MEETING

At the annual meeting of members of the American Foundation for the Blind, held at the Foundation headquarters on June 20, 1940, the following Trustees were elected, representing various groups actively engaged in work for the blind: Dr. Gabriel Farrell, representing superintendents and teachers in residential schools; George F. Meyer, representing supervisors and teachers of day-school classes; Franklin F. Hopper, representing librarians; B. S. Joice, representing technical heads of embossing plants; M. C. Migel, representing board members and executives of state agencies, Federal officials, and board and staff members of agencies doing nation-wide work; Stetson K. Ryan, representing workshops and industrial homes; Harold T. Clark, representing city associations; Robert M. Prouty, representing placement agents, home teachers, and social workers; H. R. Latimer, representing agencies doing charitable work or dispensing relief, and blind persons not included in any other group who are working to promote the interests of the blind.

The following were elected Trustees-at-large: Dr. Edward E. Allen, Walter O. Briggs, Dr. Otis W. Caldwell, Wm. Nelson Cromwell, Harvey D. Gibson, Craig B. Hazlewood, Miss Mary V. Hun, George MacDonald, Richard L. Morris, G. A. Pfeiffer, Mrs. Isabel Dodge Sloane, William Ziegler, Jr.

SCHOLARSHIP AWARDS

Foundation scholarships for the year 1940-41 have been awarded to the following candidates: Alma Chalker, Florida; Robert Conway, Wisconsin; Adrianna Dykstra, Rhode Island; Helen Kaploniak, New Jersey; Reva King, Kansas; Arthur Murrie, Illinois; Ray Owens, Wisconsin; Norbert Phillips, New York; Roy Ward, New York.

Scholarships have been renewed for the following: Oliver Attebery, Oklahoma; Maxine Ball, New York; Frances R. Davidson, Nebraska; Bernard Kellmurray, New York; Pauline Kulbeth, Arkansas.

The Charles B. Hayes Memorial Scholarship has been awarded to Elsie Eberhardt, of Nebraska.

Special scholarships for training in social work have been awarded to Melvin Bible, South Dakota; Sterling Dennen, Ohio; and Sara Suwal, Texas.

DISCOUNTS TO THE BLIND

The Foundation takes pleasure in announcing that the price discounts in Victor and Columbia phonograph records, which blind people are able to obtain through the Foundation, are applicable to the new reduced list prices which have recently been announced by these manufacturers.

The Foundation is also glad to announce that price discounts to the blind are now available on certain models of typewriters manufactured by the L. C. Smith and Corona Typewriters, Inc.

For further information regarding these discounts, address American Foundation for the Blind, 15 West 16th Street, New York, N. Y.

TEACHERS' SUMMER SCHOOL

The special summer school for colored teachers of the blind and the deaf, which was inaugurated at West Virginia State College in 1939, was resumed during the past summer. The session was nine weeks in length instead of eight, starting on June 10 and continuing through August 9. In addition to the

courses taught at the college, a demonstration and directed-teaching school was conducted at the West Virginia School for the Colored Deaf and Blind which is on an adjoining campus.

Twenty-six teachers from nine states and the District of Columbia took advantage of the special courses. Most of these student teachers are college graduates but had previously had no opportunity to obtain special training for teaching the deaf and the blind. Eight of them are visually handicapped and one young man is deaf. The college awarded certificates to four young women who had taken courses for two summers and had completed sixteen or more semester hours of work.

THE PLAY'S THE THING

Librarians in the Talking Book departments of the twenty-seven regional public libraries across the country which handle books in sound for the blind report the growing popularity of acted plays on Talking Book records. Whereas the printed play has never caused much of a stir in either libraries or bookshops, the spoken play on the Talking Book discs is always in circulation.

The Foundation sound studios report this month two new additions to their repertory of recorded drama. One of these is Miss Rachel Crothers sparkling comedy hit, *When Ladies Meet.* In the production of this play the Foundation was fortunate in securing three guest stars to augment the fine company of Broadway players on hand. Miss Selena Royle, well known on the stage and radio, and Miss Edith Taliaferro, took the leading feminine rôles, while House Jameson, well-known Broadway actor, and now even better known to millions of radio listeners as "Renfrew of the Mounted," headed the male members of the cast.

The second play is *Twelve Thousand,* by Bruno Frank. This drama, set in the era of the American Revolution, deals with the twelve thousand mercenaries hired by the British to fight in this country, and the effect which Frederick the Great's refusal to permit them passage through his territory had on the outcome of the American fight for freedom.

Both plays are now available in Talking Book libraries across the country.

DRAMA SUMMER SCHOOL

Although the curtain has fallen on the summer school in drama and play production sponsored by Mr. M. C. Migel, President of the Foundation, at his summer estate at Monroe, N. Y., it is the succeeding acts on stages throughout the country which will tell the whole story. Sixteen instructors of the blind, from as many states, attended this course, given under the direction of Miss Ruth Vivian, Mr. Frederick Little, and Mrs. Alice Joyner, and twelve blind students were on hand to form the experimental company.

Mr. Migel's sponsorship of this summer course grew out of his conviction that training in acting gives to the blind student an increased poise, a greater sense of self-reliance, and an added assurance. The results to date would seem to bear out this belief. At the conclusion of the course the cast of sightless players presented the three-act comedy, *Skidding,* before an appreciative audience in the Community House at Monroe.

WPA EMPLOYMENT FOR THE BLIND

Attention is called to the fact that the amendment to the "Emergency Relief Appropriation Act, fiscal year 1941," introduced by Mrs. Caroline O'Day for the purpose of ensuring that blind persons would be eligible for WPA employment, has now become a law. Section 15, subsection (e) of the Act reads as follows:

> No blind person receiving aid under the Social Security Act as amended shall be prohibited from temporarily relinquishing such aid to accept employment on a Works Project Administration Project.

NECROLOGY

MISS MARY REED

All those connected with the Illinois School for the Blind were saddened by the news of the death of Miss Mary Reed, who passed away August 5, after an illness of five weeks. Thus concluded a long and faithful teaching service spent almost entirely at the Illinois School for the Blind.

Miss Reed was born in New York state, but moved to Minnesota when she was a small child. She was a graduate of Winona Normal College, Minnesota. After several years teaching experience in the public schools of Minnesota, Miss Reed accepted, in the fall of 1898, a position as teacher in the Illinois School for the Blind. Here she pioneered in the establishment and development of the graded school system, and served faithfully throughout the administrations of five superintendents of the Illinois School for the Blind—Mr. Frank H. Hall, Mr. Joseph Freeman, Mr. George Jones, Mr. Harry Montgomery, and Mr. Robert W. Woolston.

After a number of years in the elementary school, Miss Reed continued her work as teacher in the high school, where she became head of the English department. Under her able and scholarly guidance, this department became one of the leading English departments in the schools for the blind in the United States. Always a progressive teacher of high ideals, she was interested in new trends in education. She unceasingly advocated better textbooks in braille, the newest and best equipment obtainable for the classroom, and especially the cultivation of good reading habits and the appreciation of the best literature by the students. She endeavored to coordinate new devices, such as the Talking Book and the radio, with work of her department. Many of her former students, profiting by their excellent training, chose English as their subject of concentration in college. The progress of these young men and women was ever a source of great satisfaction to Miss Reed, who watched with the keenest interest their college careers. But she was not content merely to interest herself in her pupils' scholastic achievements. She knew and understood that her boys and girls must face new and heavy problems after graduation. Therefore, in every way possible, by advice and even by personal aid, wherever she might, she urged them to go out and fight their way through to useful and profitable places in life.

Miss Reed was respected and esteemed by her colleagues both at the Illinois School for the Blind and the Illinois School for the Deaf on account of her scholarly attainments, her high ideals, and her courageous determination to act unswervingly upon ethical principles. Truly a lion-hearted person, she was a leader in the fight for educational freedom and an earnest advocate of strict adherence to the civil service law. She maintained that, only by raising their qualifications to a high level, could teachers aspire to rise to the dignity of professional standing. With the assistance of Miss Margaret Burns of the Illinois School for the Deaf, Miss Reed was instrumental in bringing about the passage of the State Institution Teachers' Pension Law.

Miss Reed's passing will cause sorrow to the entire student body and profound regret among the alumni, whose lives have been vitally influenced by her frank and forceful personality.

It was her happy privilege to be chosen as toastmistress of the alumni banquet last June, on which occasion she presided with a gracious and pleasant humor that made the evening one to be remembered. It proved to be her farewell meeting. Several of those who were present at the banquet recently remarked that, since Miss Reed was not to return to our midst, it was a happy exit and fitting conclusion to an honorable and noteworthy career.

NATIONAL INDUSTRIES FOR THE BLIND

Practically all of the workshops throughout the country are familiar with the work N.I.B. has been doing in trying to establish the making of rubber mats as an industry for the blind. The Nib-Link Mat is made of new rubber links and at the present time twenty-five workshops are co-operating in this plan. The shops have already purchased over two million links which seems to indicate that the mats are being accepted by the public in different sections of the country. The N.I.B. office in New York sells to chain stores, and orders have already been sold to J. C. Penney Company, J. J. Newberry Company, and F. W. Woolworth Company. Negotiations are in progress with some other chain stores, and it is hoped to conclude them successfully within the next several weeks.

A great many rush orders for corn brooms have been received from the Federal government. Workshops are reminded to be sure to pack all brooms for government orders in either burlap or cheesecloth, and not in paper. Although specifications state that brooms may be wrapped in paper, a number of complaints from Federal Agencies state that the shipments arrived in poor condition. In some cases, this has been used as a cause for rejection. If cheesecloth or burlap cannot be purchased locally, it may be purchased from the Bemis Bros. Bag Co., 2nd Avenue and 51st Street, Brooklyn, N. Y., or Fulton Bag & Cotton Mills, P. O. Box 1726, Atlanta, Georgia.

N.I.B. would like to see more workshops for the blind establish a Sewing Department. National Industries has been unable to take care of the government requirements on pillow-cases. As it is planned to add other articles to the Schedule of Blind-made Products which will require sewing, many more workshops throughout the country will be able to provide work for the blind in their territory. For further information, address National Industries for the Blind, 15 West 16th Street, New York, N. Y.

A meeting of representatives of workshops for the blind throughout the country, was held in New York on September 19 under the auspices of National Industries for the Blind. Twenty-nine workshops in thirteen states were represented. Discussion centered around the practical problems encountered in manufacturing a number of products, including brooms, mops, pillow-cases, mattresses, cocoa mats, and other commodities for government orders.

The National Industries for the Blind General Committee on Sheltered Workshops for the Blind met in New York on September 20 to discuss and develop general policies for the coming year. Mr. C. C. Kleber, General Manager of National Industries for the Blind, reported that forty-three workshops in twenty-six states had now qualified for government business, and that there were now twelve articles on the Schedule of Blind-made Products.

One of the resolutions which the General Committee on Sheltered Workshops for the Blind passed at its recent meeting was that workshops for the blind employ, wherever possible, in their quota of 25 per cent sighted workers, industrially blind or physically handicapped persons. It was also resolved that a Committee be appointed by the Chairman to make a study in the different workshops with a view to defining the term "direct labor" as contained in the government regulations.

C. C. KLEBER.

VOLUNTEER SERVICE

"Volunteer Service Among the Blind" was the subject on which Miss Mary I. Curran, home teacher, Massachusetts Division for the Blind, spoke at the Ninth Convention of the Eastern Conference of Home Teachers held at the St. George Hotel, Brooklyn, N. Y., September 4 to 7. "The volunteer worker can never take the place of the home teacher, especially where the newly-blinded adult is concerned," declared Miss Curran. "The kinship of blindness, when recognized for the first time in the home teacher, often does more to stimulate his interest and curiosity and the will to go on, than any other factor. However, after the home teacher has once imbued her pupil with the courage and ambition to achieve, there is almost no limit to the amount of good the right type of volunteer may do to bring back that sense of normalcy and balance so nearly destroyed by the loss of sight."

Agencies for the blind which may be considering having a folder to answer "What can I do as a volunteer" will undoubtedly want to secure a copy of the "IF" pamphlet issued by the Kansas City, Mo., Volunteer Service Bureau, 1020 McGee Street. Although the suggestions contained in this attractive folder cover a wide range of services for various fields of social work, adaptations could undoubtedly be effected.

State-wide co-operation of the American Legion Auxiliary with the Oklahoma Commission for the Adult Blind in a variety of services, is reported by Mrs. O. B. Grimmett, Executive Secretary of the Commission. Mrs. Grimmett, who as an active worker in the American Legion Auxiliary, writes:

The A. L. A. is composed of districts and these districts are divided into units. It is the duty of each unit to do a required amount of Community Service work and inasmuch as the blind of Oklahoma as well as throughout the country are badly in need of assistance, I saw no reason why these two organizations could not work hand in hand and with this in mind, I made my appeal to each District as I attended their conventions and appeared on their programs. Much to my satisfaction and joy, these ladies were in favor of my suggestions and thought this work would not only benefit the blind of this state, but would bring to these ladies much pleasure and help them to form friends with their fellow men who are less fortunate than they. The Auxiliary is assisting me in compiling a roster and daily I receive long lists of names and addresses of blind persons who have been contacted by members of the A. L. A. They not only visit these blind individuals but in many cases close friendships are formed. They take them riding, to church, picnicking, and pay them long visits. These contacts have not cost the State of Oklahoma one cent, but have added many names to the rolls of the Commission for the Blind for which this Department is most grateful. We have been able to render service to these blind people by placing Talking Book machines, offering educational instruction, teaching leathercraft and other handwork, placing radios given by the American Foundation for the Blind, and assisting them in many ways which space will not permit my mentioning.

Mrs. Grimmett is also interested in having correspondence with other state agencies which are developing volunteer-service projects with the American Legion Auxiliary. Mrs. Grimmett's address is Box 3055, State Capitol Building, Oklahoma City, Oklahoma.

Among the groups co-operating with the Colorado Commission for the Blind are the Denver Chapter of the Delta Gamma Fraternity; the Denver Federation of Federated Women's Clubs; and the Social Service Department of St. John's Episcopal Cathedral, according to Mrs. Kathryn C. Barkhausen, Executive Secretary of the Commission. The Delta Gammas have donated a Victor com-

bination radio and victrola for the new recreation room, and the Women's Club gave a player piano for the same room. Transportation service to and from a class in short-story writing is being given by the Cathedral group. The course is a WPA-sponsored one.

The following most interesting reports come from Harry E. Hayes, Supervisor, Division for the Blind, Kansas State Department of Social Welfare, Topeka:

We have recently named a Marketing Advisory Committee composed of outstanding business and professional men throughout the State, who will advise us on marketing problems in general. The membership of this Committee is fairly well distributed throughout the State, and it is not our plan to have them meet congregately. However, we are keeping them well informed as to the developments in our industrial program and for the most part they are demonstrating active co-operation. Whenever we are considering the production of a certain product we communicate our plans to the members of the Committee, and they submit their opinions together with suggestions for possible outlets for the product. Then too, when we are in the community where an Advisory Committee member resides, we can call on him and enlist his assistance in making community contacts. The Dean of the School of Business of Kansas University is on our Committee together with attorneys, newspaper men, and proprietors of large department stores. We are very encouraged by the manner in which these men have responded to our requests so far.

We are at the present time encouraging our Kansas counties to make arrangements for some of their qualified blind seamstresses to act as volunteers in doing Red Cross knitting, sewing, and bandage winding. I have corresponded with Mr. Baxter of the American Red Cross, Midwestern Branch Office in St. Louis, offering the services of certain qualified blind seamstresses of Kansas in this work. He enthusiastically endorsed such a plan. We have also been well received by local Red Cross Chapters in Kansas when this plan has been submitted. I believe that this type of work makes an excellent leisure-time activity inasmuch as it is a constructive activity with a definite purpose and materials are provided by the American Red Cross.

Activities of Lions Clubs in Pennsylvania are mentioned by Mrs. Bernice C. English, Acting Executive Director, State Council for the Blind, Pennsylvania Department of Welfare, Harrisburg, who writes:

In Lebanon, the Lions Club pays the salary of a graduate nurse who gives service to blind persons and carries on an excellent program in the field of prevention of blindness. In Washington, the Lions Club own and operate an Eye Clinic in the local hospital for the care of school children. In Schuylkill County, the Lions Club of Pottsville is co-operating very actively, both financially and otherwise, with the State Council for the Blind in the program for establishing vending stands for blind persons, and in many other counties it has been possible for us to secure from Service Clubs loans to individual blind persons for the establishment of stands.

Rhode Island is another state where the Lions Clubs are working closely with the state agency. Miss Leonore M. Young, Administrator, Bureau for the Blind, R. I. Department of Social Welfare writes:

We have received contributions from six of the twelve Lions Clubs of the State, nine of which were solicited through the District Governor. All of the donations received so far have been mailed to the blind people for the labor represented in articles which were not saleable because of their shopworn condition. In a few cases where the blind persons supplied their own materials they were reimbursed for both material and labor.

The Providence Club has covered itself with glory by donating six hundred dollars with which to establish our first legitimate stand in the Providence Post Office. The same operator who has had a home-made stand there for nearly five years will act as its first operator. A big ceremony is anticipated when the stand is completed at which time the Providence Lions Club will officially turn over to the Bureau for the Blind the ownership of the stand. It will thereafter be conducted on the centralized control basis which is advocated by Mr. Clunk, Supervisor of Service for the Blind in the U. S. Office of Education. The Bureau is the licensing agency for stands in Federal Buildings in Rhode Island.

MacEnnis Moore

NOTES FROM THE FOUNDATION LIBRARY

The items mentioned on this page may be borrowed without charge from the Reference Lending Library of the American Foundation for the Blind

The Education of Exceptional Children; Its Challenge to Teachers, Parents and Laymen, by Arch O. Heck, has been published by the McGraw-Hill Book Company, New York City. Five chapters of this volume deal with the blind or those with low vision and cover the following headings: The Education of Blind Children; Local Problems Faced in Educating the Blind; The Education of Low-Visioned Children; Local Problems Faced in Educating Low-Visioned Children; The Challenge of the Child with Defective Vision.

The Psychology of Exceptional Children, by Carl C. Garrison, is published by the Ronald Press Company, New York City. Part IV deals with the physically handicapped child with one chapter specially devoted to the problem of defective vision.

Mrs. Jessie W. Mayshark, of Perkins Institution in an article called, "A Unit on the Bermuda Islands," published in *The Instructor* for September, 1939, discusses the ways and means of making the teaching of geography interesting to a class of blind children. Through various models, objects, and pictures, the children were made familiar with the marine life, Easter lilies, and general nature of the Islands, and showed much enthusiasm for the subject.

Holiday Hopes is the latest book by the blind author, Clarence Hawkes. It is published by the Christopher Publishing House in Boston and is a collection of poems of various lengths.

The Journal of Exceptional Children for January, 1940, contains an article called, "Another Beam of Light Through the Darkness," by O. J. Hill. This article, originally published in *The Teachers Forum for Instructors of Blind Children* deals with the models and maps made as a WPA Project in connection with the Ohio State School for the Blind.

Short stories in which the central characters are blind are found in two recent popular magazines. These are *The Woman's Home Companion* for February, 1940, with the story "Beyond Darkness," by William E. Wilson, and *Esquire* for July, 1940, containing "Come Back Soon," by Martin Stengel.

The musical magazine, *The Etude* for August, 1940, carries the story, "The Miraculous Case of Blind Tom, the Enigma of the Famous Musical Genius Who Astonished the World," by Eugenie B. Abbott. The fascinating story of the blind Negro genius is given in detail.

I Begin Again, by Alice Bretz, a book which attained the rank of best seller, was abstracted in *The Reader's Digest* for September, 1940, under the title, "I am Blind."

A pamphlet called, *Braille Maps and How to Make Them,* by R. F. Tunley, was published by the Queensland Braille Map and Model Club in Brisbane, Australia. The pamphlet explains how maps and models for the blind may be made without much expense and with very simple tools. There are many illustrations and helpful diagrams. Copies of the pamphlet may be obtained from the New York Institute for the Education of the Blind.

"Blind Man's Baseball" is found in *"Pic" Magazine* for October 1, 1940. The pictures and the text describe how baseball has been adapted for the blind of St. Paul, Minnesota.

HELGA LENDE

BULLETIN BOARD

News items from agencies for the blind in all parts of the country are desired for these pages. All manuscripts should be in the Editor's hands four weeks before the date of publication.

Perkins Institution—Four young people who were outstanding graduates from schools for the blind in June were among the 260 visually handicapped boys and girls reporting at Perkins Institution September 10 for the opening of the 110th year. They were selected for the four scholarships offered by the Trustees of Perkins to schools for the blind throughout the country. After careful consideration of many applications, the following students were selected: Katherine Smith, of the Alabama School for the Blind; Lelah Thomas, of the West Virginia School for the Blind; Robert Beukema, of the Public School Classes for the Blind in Grand Rapids, Michigan; and Marion V. Beal, of the Kansas School for the Blind. Miss Smith and Mr. Beal are taking the College Preparatory Course, and Miss Thomas and Mr. Beukema are studying in the Music Department. . . . Nine new staff members have been engaged to fill vacancies. They are: Mrs. Georgia McCallum, secretary to the Principal; Miss Naomi Johnson, secretary to the Bursar; Miss Marguerite W. Furlong and Miss Barbara Baskerville, who will teach manual training; William J. Higginson, master of Eliot Cottage; Miss Felicia Cunningham, assistant to the Receptionist; Mrs. Lee W. Woolston, matron of Potter Cottage; and Mrs. Glen Smith, matron of May Cottage. Dr. Samuel P. Hayes, formerly a professor at Mount Holyoke College and Consultant in Psychology at Perkins, is in residence at the School this year, directing the Department of Personnel and Research.

Division of Visitation of Adult Blind—A total of fifty blind persons are now operating vending stands in public buildings in Illinois, through the instrumentality of the Division. With the opening of a stand by a blind operator in the Peoria Post Office in February, and the establishment of another in May at the Springfield Court House, the number has now reached the half-hundred mark.

Southwestern Tier Association for the Blind (New York)—Mrs. Carl Jessup has been appointed Executive Secretary of the Association to succeed Mrs. Edna H. Blomqvist, who resigned in May. Among the recently elected officers also announced by the Association are the following: President, Mr. Arvid E. Anderson, who succeeds Mr. William S. Bailey; Secretary, Mrs. Lee Newman, following the death of Mrs. Edward Bolard; and Treasurer, Miss Imogen Crane, succeeding Mrs. Homer W. Lombard. Two new directors, Mrs. Robert Kinter and Mr. Arvid E. Anderson, were appointed to the Board.

Bureau of Services for the Blind (Rhode Island)—Examinations for the position of administrator of the Bureau of Services for the Blind, which is now in the State Department of Welfare, were held on September 14. Examinations for other positions in the Bureau are expected to be held in the near future.

State Department of Public Welfare (New Hampshire)—Miss Gladys Feldman, of Manchester, New Hampshire, has recently been added to the staff of the Blind Division of the State Department of Public Welfare as home teacher. A graduate of the Exeter School of Art, Miss Feldman has had varied experience in art and craft work. Before going to the New Hampshire Division, she taught classes in her own workshop, and established an outlet for the craft products through a gift shop.

Arizona State School for the Deaf and the Blind—The School has for the first time introduced a course in physics . . . The Department for the Blind is expected to have four or five graduates this year, and it is the largest senior class the School has ever had. . . . Two pupils from the School are taking courses at the Tucson Public High School.

Pennsylvania Association for the Blind (Pittsburgh Branch)—The Directors of the Pittsburgh Branch have employed Mortimer M. Frankston as Stand Supervisor. Mr. Frankston is a graduate of the University of Pittsburgh and has had considerable experience in retail sales promotion. His first work will be to modernize and rebuild some of the stands which the Branch has had in operation for some time, and then he will devote his time to

securing new stands and the supervision of the entire program. . . . A new retail sales plan has been put into effect at the Pittsburgh Branch similar to that in Wisconsin. However, it differs in certain respects from the Wisconsin plan and has brought satisfactory results during the first three months it was in operation. The salesmen not only sell products made at the Pittsburgh Branch, but are selling some other products which have to be purchased from other Branches of the state organization . . .

Pennsylvania Association for the Blind (Dauphin County Branch)—During the month of May a project of vision-testing was carried on in the parochial schools of Dauphin County with the co-operation of Miss Sarah Moody, Assistant Supervisor for the Prevention of Blindness, State Council for the Blind; 2,399 children were tested, and 484 children were referred for ophthalmological care. . . . The Ladies' Auxiliary of the Dauphin County Branch sponsored a picnic for the blind and their families, which was held on June 27 at Hoffer's Park, Middletown.

Pennsylvania Association for the Blind (Venango County Branch)—Thirteen wholesale orders for brooms, brushes, and mops were obtained, and twenty-eight retail sales of articles were held during the quarter. A special sale of leather goods having on them the Lions' emblem was conducted at the Arlington Hotel during the Lions Convention.

Pennsylvania Association for the Blind—The inter-branch conference of the Association was held October 10 through 12 at Oil City. The tenth anniversary of the Venango County Branch was also celebrated at the same time. An interesting program, including a sight-seeing tour, was presented.

Greater New York Council of Agencies for the Blind—At the annual dinner meeting of the Council held June 13 at the George Washington Hotel in New York City, the following officers were elected for the coming year: President, Anthony Septinelli, of the New York Association for the Blind; Vice-President, Miss M. Roberta Townsend, Brooklyn Bureau of Charities; Secretary-Treasurer, Miss Mary F. Kirwan, Lavelle School for the Blind.

Ohio Commission for the Blind—Expanded sales activity has made necessary an increase in the staff of the home work section, and Miss Clara A. M. Pearson, formerly employed as a home teacher in Southern Ohio, has been assigned to the distributing service at headquarters. . . . Miss Helen Mechling, who was with the Commission as home teacher in the northwestern section of the state, recently resigned. . . . As a part of its program for the distribution of Talking Book machines within the state, the Commission has established a service and repair section on a permanent basis, and Robert Minister, a former graduate of the State School for the Blind, formerly employed in the trades-training department of the Commission, has been assigned to this section.

Syracuse Association of Workers for the Blind—The Association has just established a new work center and executive headquarters at 425 James Street in Syracuse. In addition to the large and thoroughly modern workshop and the offices, there is a shop or sales room.

District of Columbia Association of Workers for the Blind—The annual moonlight cruise up the Potomac River took place on July 25. The cruise is sponsored for the purpose of raising funds for the various activities of the Association.

Oregon Blind Trade School and Commission for the Blind—For the past year the project for the blind under the Adult Education Program has been under the jurisdiction of the Oregon Blind Trade School. J. F. Myers has been made Director of Education, and he is assisted by Miss Marguerite Carney, who teaches vocal and braille; Mrs. Vera Pagenkopf, who teaches braille, typing and spelling; and M. Donald Smith, who teaches civil government, current affairs, English and special individual work. There are 110 pupils enrolled in the program, and all the classes are well attended. A class in knitting has also been started. A teacher comes to the School once a week and all the blind women are enrolled.

Brooklyn Bureau of Charities—According to the 1939-40 annual report the Bureau spent $248,514 for adjust of the physically handicapped during the past year; $197,716 of this amount went into wages of workers, cost of materials, and expense for selling products of workers. Approximately 262 blind adults during the year were trained and employed either in their homes or in the Bureau's shops. Vocational advice from the staff counselor was given to 338 handicapped persons, and 274 individuals received case work service. The report discloses there was an increase of 18 per cent in total earnings over the previous year.

Nebraska State Board of Control—A group of blind and partially sighted persons of Lincoln and vicinity held an organization meeting on August 22, and adjourned to meet again September 5 at the home of Mrs. Zedina. Both meetings were for the purpose of perfecting a working organization. . . . Dr. C. A. Fullmer, the head of the Vocational Education and Rehabilitation Division in Nebraska, died suddenly after an operation on September 11. Dr. Fullmer was the director of the division since its beginning many years ago, and his loss is felt greatly in Nebraska. . . . The state rally of the Nebraska blind was held at the Regis Hotel in Omaha on October 11.

Michigan School for the Blind—The following new members have joined the staff of the School: Miss Stella C. Mackie, formerly of the New York Institute for the Education of the Blind, as third-grade teacher; Mrs. Dorcas Peters, who took training in Special Education at Michigan State Normal College, as first- and second-grade teacher; Clyde Proctor, who has charge of the sight-saving room; Dr. Susan Jahoda, at one time connected with the work for the blind in Vienna, is the new social worker; Chas. A. Ouelette has been engaged as Engineer; and Chris Jensen, a former student at the School, is the new supervisor for older boys and is in charge of their recreational work.

Grand Rapids Association for the blind and for Sight Conservation—More than fifty children, students in the six-weeks summer school conducted by the Association, attended the picnic at Reed's Lake, which brought the summer season to a close. The children spent the afternoon as guests of the management of Ramona Park and its concessions. During the six weeks, the summer school students made a study of public buildings and playgrounds in Grand Rapids. The children are students in braille classes and sight-saving classes in the public schools, and Grand Rapids children who attend the State School for the Blind in Lansing.

St. Louis Society for the Blind—The Society held its annual outing for the blind from June 24 to July 1 at the Salvation Army Camp, Ferguson. One hundred persons attended. Each blind person was allowed to have one sighted guest as a guide, and all blind couples were allowed to take their children with them. Entertainment was furnished on four evenings by WPA orchestras and the Opera Guild. An impromptu entertainment was given by the guests themselves on one evening. The Elks Club furnished the transportation to and from the camp. . . . On June 19, the Society gave a picnic for the negro blind at Forest Park.

Nazareth Institute for the Blind—The Institute buildings, said to be the finest ever provided in Canada for the teaching of the blind, have been turned over to the Dominion Government for war purposes. The Nazareth Institute is the oldest organization working in the interest of the blind in Canada. It was founded in 1861 by Father Rousselot, a French priest and has been conducted by the Ursuline Sisters ever since then. Some years ago a large new building was erected. This is the plant which has been taken over by the Government in connection with the Empire Air Training Scheme. Arrangements have been made to look after the pupils of the Nazareth School in less pretentious quarters.

Braille Institute of America—Mrs. Ethel E. Perry replaced Miss Margaret Bonsall as librarian. Mrs. Perry attended Franklin College and the University of Iowa, and is a graduate of Indianapolis Piano College. Prior to her association with the Santa Barbara Library, with which she was connected since 1937, Mrs. Perry was in the education department of the Institute of Family Relations, Los Angeles.

Oklahoma Commission for the Adult Blind—J. Beverly Smith, of Muskogee, was awarded the first government contract for a concession in a government hospital. The concession will be operated at the Veterans' Hospital, in Muskogee, and will be under the supervision of the Commission. The interest of the Federal government and agencies for the blind throughout the country is centered on this Hospital stand as it is apt to affect future action on hospital concessions.

South Dakota School for the Blind—A physical education program for all students has been inaugurated under the direction of Miss Hazel Hershey, of Mitchell. . . . Loren Wheeldon, of Sioux Falls, has joined the high school teaching staff, replacing Miss Mary Wood, who retired in June.

New York Association for the Blind—In addition to its regular service of aiding aliens to become citizens of the United States, the Association is further co-operating with the Federal government by facilitating the registration of blind aliens of

New York City under the new regulations. The plan operates by having sightless teachers of the Lighthouse call at the homes of all blind persons known to them to be citizens of other countries to explain the new ruling and rehearse them in the information which they must give at the registration post office where their fingerprints are recorded. . . . Fifteen-year-old Marjorie Caruthers, a student at the Washington State School for the Blind, is the 1940 winner of the eleventh annual short story contest conducted by *The Searchlight.* Honorable mention in the contest goes to Ailene Viabel, Salem, Oregon, and Hazel Johnson, Indianapolis, Indiana.

National Society for the Prevention of Blindness—How eye accidents are prevented in industry, through education of workmen and the use of goggles, masks and other protective equipment, is portrayed in *The Eyes Have It,* a new sound slide film sponsored by the Society. It was produced and directed by Harry Guilbert, a member of the Industrial Advisory Committee of the Society. Inquiries concerning the film should be addressed to the National Society for the Prevention of Blindness, 50 West 50th Street, New York, N. Y.

Toledo Society for the Blind—Fifty-two people spent the week of July 13 to 20 at Rock Ledge Inn, Catawba Island. The American Red Cross loaned the services of one of their life guards for the week. Each blind person paid two dollars for board, room, and transportation. . . . In July, 1939, the weaving sales in the Society's shop amounted to $8.09. In July, 1940, the sales on weaving amounted to $88.12. The increase in business is due largely to the orders for rugs being made for re-sale by the Pittsburgh Branch of the Pennsylvania Association for the Blind.

Catholic Guild for the Blind—The Guild has arranged for five scholorships for blind students. Two of these are boarding scholarships and the others are for day students. The Rector of Holy Cross College in Worcester, Massachusetts, gave a full boarding scholarship in memory of the late Rev. Leo J. Gilleran, S. J. This scholarship was awarded to James Delaney. Another boarding scholarship has been arranged at the University of Notre Dame in South Bend, Indiana. John Morrison was the recipient of this scholarship. Boston College and Regis College, both in Massachusetts, have both given scholarships. Robert Scott has been awarded the scholarship to Boston College and Miss Fay Bresnahan won the scholarship to Regis College. John Di Francesco was awarded a part scholarship at the New England Conservatory of Music.

West Virginia Schools for the Deaf and the Blind—The opening of the West Virginia Schools has been postponed on account of the prevalence of infantile paralysis in the state.

Colorado Commission for the Blind—The Commission has moved to a new building located at 100 West 7th Avenue, Denver. All the departments, including the workshop, craft department, and offices, are housed in one building.

Glens Falls Association for the Blind—Several sales have been held in the Queensbury Hotel where articles made by twelve workers were sold. . . . Under the auspices of the Glens Falls Commission of Recreation a small club of blind people has been organized. The club meets once a week during the winter.

Iowa School for the Blind—Mr. Eldon Mackie left the School to become principal of the Mt. Auburn Public Schools. He is being replaced by Mr. Clarence Gardner, a graduate of the Iowa State Teachers College. . . . In connection with her duties as Guidance Director, Miss Georgie Lee Abel has been appointed Elementary Grade Supervisor.

Columbus Association for the Blind—The Association has announced the opening of Monett House, located at 221 East Mount Street, Columbus, Ohio. The House was given to the organization by Mr. Howard Monett as a memorial to his mother. It is a very large old home having fourteen rooms and a very large hall. Two large rooms in the front of the building on the first floor have been turned over to recreational activities, and the back of the same floor is being used as a workshop. The upstairs rooms have been turned into workrooms.

Virginia School for the Deaf and the Blind—The School opened September 3 with the addition of three new teachers to the staff: Miss Catherine M. Ellis is in charge of the Occupational Therapy group; Miss Frances Ulmer is the new fifth grade teacher and will also have charge of the senior Dramatics Club; and Miss Irma L. Driver has charge of primary and first grade work. . . . The School is incorporating a new department of corrective speech.

SUCCESS NOTES

Three former scholarship students of the American Foundation for the Blind have recently taken positions in the social work field.

Miss Martha Brennan has joined the staff of the Ohio State Commission for the Blind as a home teacher. A graduate of Ohio State University, Miss Brennan has recently completed the required course of training for home teachers at the Pennsylvania Institution for the Instruction of the Blind. She has been assigned to duties in northeastern Ohio with headquarters in Medina.

Miss Margaret Hale, a graduate of Hastings College and of the University of Nebraska School of Social Work, has been employed as case worker by the Omaha Family Welfare Association, where her case load will be made up of seeing persons.

Miss Leontine Belmont, who graduated last June from the New York School of Social Work, has been engaged as social worker at the Lavelle School for the Blind in New York City.

NEW INTER-STATE ASSOCIATION

Representatives of the Utah Association of the Blind and the Idaho Progressive Society of the Blind met in Pocatello, Idaho, June 21 and 22 to organize an inter-state association of the blind.

This organization was established for the purpose of promoting mutual understanding among all of the blind whose organizations are affiliated with the new association; to deal with all problems affecting the well-being of all associations holding membership in the inter-state organization; and to bring together upon various occasions for their own advancement, welfare, and mutual pleasure, the blind in the states or regions under the jurisdiction of this association.

Murray B. Allen, Executive Secretary of the Utah Commission for the Blind, was elected Director and Chairman of the membership committee. The following other officers were elected: Vice-president and Inter-state Relations Committee Chairman, Mrs. Dan Black, Boise, Idaho; Treasurer and Chairman of Conventions, William Nichol, Murray, Utah; Secretary and publicity Chairman, Hartley E. Campbell, Boise, Idaho; and the Board is headed by Loyal West, Ogden, Utah.

FORM OF BEQUEST

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BOOK NEWS

CIVIL SERVICE IN PUBLIC WELFARE, by *Alice Campbell Klein*. Russell Sage Foundation, New York, N. Y. 1940. 444 pp. $2.25.

With the rapidly expanded field of public welfare seemingly in our midst as a permanent problem, Mrs. Klein has attempted to offer suggestions in the application of civil service standards to the selection of those engaged in social work. Mrs. Klein is well qualified to discuss the matter of personnel administration as it relates itself to public welfare, since she has served as a member of the staff of the Russell Sage Foundation, assistant editor of the *Encyclopedia of the Social Sciences,* and also as a member of the Pennsylvania State Employment Board.

With the shifting of welfare work from the realm of private agencies to that of public agencies, it became increasingly necessary to secure trained people to carry on the work. The number of workers coming from the private agencies into the larger field of public welfare, was extremely limited. Social administration was a new field and professional training was at a minimum. It was not long, however, before both the Federal government and State governments demanded workers having both professional training and experience, a combination truly difficult to obtain on short notice.

In testing for applicants in the field of public welfare, civil service commissions had a multitude of problems to solve. What are the qualifications of a good welfare worker? What are to be the standards in conducting tests? What are the natural qualifications which an applicant should possess? What skills are to be tested? Are records thus achieved valid and capable of being standardized? These were just a few of the specific problems, problems which had to be overcome by a general civil service pattern.

In part one of the book, the author presents an extensive and detailed account of good civil service practice. Included in the material is an adequate discussion of testing by short answer, essay, and personal interview. There are samples of these various types of examinations together with the accepted methods of rating, provisional appointment schemes, probationary appointment, separation from service, and retirement. In part two of the volume, Mrs. Klein attempts to bring civil service and the field of public welfare together.

There are valuable suggestions for the formation of civil service examining boards which include a professional social worker, an experienced personnel administrator, and a layman from the community in which the position is to be filled. There is also a clear and interesting discussion of professional training vs. professional experience as it relates itself to civil service in the public welfare field. The author points out the variations which may be adopted from the general civil service pattern in order to apply them to the specific problem.

Here is a book which is not the last word on a new and important subject, but it is one of the more appreciative first words yet spoken. The material has been so presented that the volume becomes a handbook for administrators in public welfare. It sets forth an understanding presentation of civil service needs in public welfare; it offers proposals for the training of personnel to meet the needs; and it attempts to translate standards into criteria of measurement for civil service commissions. Personnel administration is not a flawless process in any field, but it offers the best system of checks-and-balances to achieve the greatest efficiency. The study is a valuable addition to the library of any person now engaged in public welfare work and desirous of maintaining good government and high standards in a vital profession.

NORMAN M. YODER.

EDWARD ELLIS ALLEN, by *Katharine G. Allen*. Riverside Press, Cambridge, Mass. 1940. 146 pp. $2.00.

Not only the friends of Dr. Allen, but all the friends of the blind, will rejoice to know that Mrs. Edward E. Allen has found it possible to prepare a brief biography of her husband, who has so signally served the cause of the blind, and to whom that cause owes so much.

While in a real sense the monograph is a biography, it is something else and something more. It is a running account of the most important, the most outstanding events in the work for the blind in the United States for close on to half a century, illumined and enlivened in the description of the activities, hopes, ambitions, and achievements of the man chronicled in the story. It is something more still: it presents the statesmanlike philosophy of a progressive, trained, earnest thinker, the like of whom has not often appeared in the great cause of the blind.

The account begins with Dr. Allen's forebears, his sturdy, high-idealed New England stock (in which we could have guessed there must have been some Puritan blood); then is told the story of his early life in a family cultured, and of a kind to inspire to noble living; there are related the days at Harvard, and his athletic as well as intellectual prowess there. As this period of his life was ending, we are given an answer to a question that has probably arisen in the minds of not a few—how Dr. Allen happened (or was "predestined") to enter the work for the blind. The answer will be left for the reader of the biography to discover: it need only be said here that there were no blind relatives involved to influence his decision.

Fairly early in life Dr. Allen was launched upon his career as a servant of, and a student of, the blind—a work upon which he was to make so great an impress. One by one, and in a manner to absorb the reader—for the work is couched in a style that belongs to some master hand with the pen—are related Dr. Allen's training at the Royal Normal College at London, England; his brief early connection with Perkins; his principalship of the Pennsylvania Institution at Overbrook; and his return to Perkins at Boston, that great towering pillar in the education and in the promotion of the well-being of the blind, and in a considerable sense a beacon to the blind of the world, an institution of which he was in line of royal succession, with only two predecessors before him, remaining there until practically the completion of the first one hundred years of its existence. At both Overbrook and Perkins, beautiful, inspiring structures bear witness of his dreaming and of his practical thinking of and for the blind; at both there are less material, but none the less evident and none the less useful, monuments of his labors and of his plannings.

But Dr. Allen's concern with the blind leaped beyond the walls of the institutions which he personally guided. Discovery and registry of the blind everywhere, adult as well as children, teaching carried into the homes, industrial provision for those in any degree capable of it, and whatever other service to the blind was to be had—all this was the subject of continued, serious, consecrated thought, a yearning and striving to serve the blind in ever widening fields. Dr. Allen realized the importance of training in effective work for the blind, as is the case in every worth-while form of human endeavor—in scientific activities, in education, in social welfare, in business; and with this conception before him he initiated his Harvard classes.

Dr. Allen came in time to see that, after all had been done for the blind that was only humanly possible, the only solution of their problems lay in the prevention of blindness. He was concerned in the early movements for organization to this end; he was among the earliest to grasp the significance of sight-saving classes (to him at first classes for the "partially blind") both for the sake of such

children in their scholastic endeavors and as a measure for the conservation of vision.

To attempt to narrate or to summarize the long list of Dr. Allen's activities or services in behalf of the blind would require space that is not available. Let one who wishes to learn of the blind and of what can be done for them—and be thrilled and moved to high endeavor as he reads—take up this biography written of him. Let us all be grateful that it could be written. And let us never permit ourselves to forget that, through this life thus set forth, the cause of the blind has had kingly service, and humanity has been enriched in colors of gold.

HARRY BEST.

MOON PUBLICATIONS

The following works were recently published in Moon:

4263-7 *The Carved Cartoon,* by A. Clare. (Limited Edition) 5 vols.

4379-89 *Christian Marlowe's Daughter,* by F. P. Keyes. (Limited Edition) 11 vols.

SPECIAL NOTICE

Mrs. Allen's biography of Dr. Allen is being published in a very limited edition. One hundred copies will be available for sale at the price of $2.00 each, the proceeds for the benefit of two schools for the blind in China —Miss Carpenter's school in Canton and Mrs. Mary Knapp Burt's school in Shin Hing.

Orders may be sent to the Riverside Press, Cambridge, Mass., and should be accompanied by remittance.

NEW BRAILLE MAGAZINES

The first issue of the braille edition of *The Catholic Digest* was published in September. The magazine is a monthly of national circulation, and its articles are taken from Catholic magazines of all English-speaking countries. The braille edition, which is printed in Grade One and a Half, will be made available to blind readers in the United States and Canada without charge. For further information address *The Catholic Digest,* Braille Edition, 55 East Tenth Street, St. Paul, Minn.

A Study of Methods of Teaching the Blind

EDUCATION OF THE BLIND

Edited by MERLE E. FRAMPTON
Principal, New York Institute for Education of the Blind
Professor of Education, Teachers College
Columbia University

In collaboration with the Staff of the New York Institute for the Education of the Blind

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OUR CONTRIBUTORS

MURRAY B. ALLEN is Executive Secretary of the Utah Commission for the Adult Blind.

LIEUTENANT-COLONEL E. A. BAKER, B.Sc., LL.D., O.B.E., Managing Director of the Canadian National Institute for the Blind, is President of the American Association of Workers for the Blind.

HARRY BEST, PH.D., Professor of Sociology at the University of Kentucky, is the author of *Blindness and the Blind in the United States*.

HARRY E. HAYES is Supervisor of the Division for the Blind in the Kansas State Department of Social Welfare.

LEROY HUGHBANKS is Sight Conservation Consultant in the Division for the Blind in the Kansas State Department of Social Welfare.

GEORGE LAVOS, a former graduate student in Education of the Handicapped at Teachers College, Columbia University, is on the staff of Rutland (Mass.) Training Center, a vocational school for the arrested tuberculous.

EBER L. PALMER is Superintendent of the New York State School for the Blind.

HELEN E. REAMES, a graduate of the Ohio State School for the Blind, has been home teacher for the Family Welfare Association of Montgomery County, Ohio, since 1929.

NORMAN YODER is a graduate student in political Science at Ohio State University.

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BOOKS ABOUT THE BLIND

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By Helga Lende

A compilation of special annotated bibliographies listing the important publications in English and in other languages on various subjects relating to the blind. With it as a guide any larger general library can be made to serve as a special library on questions concerning the blind. An indispensable index to literature on blindness, comprehensive in its scope and unique in its usefulness.

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A STUDY OF THE CURRICULUM

For Residential Schools for the Blind

By Neil F. Quimby, Ed.D.

A tabulation and analysis of present curricula in the education of the blind, with recommendations for future developments, which should be of interest to all teachers of blind children as well as to administrative authorities.

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KATE M. FOLEY—AN APPRECIATION

By MABEL R. GILLIS

SEVERAL YEARS AGO a woman journalist, after interviewing Kate M. Foley, wrote an article which she called "Bringing Light to the Blind." That expression indicates what Miss Foley did throughout her lifetime. In the interview Miss Foley said that she tried to bring light to the blind "not by shoving out the darkness but by shining it out." The words "light" and "shine" meant much to Kate Foley, who herself had never seen what we call light.

Although born in Illinois, Miss Foley was a Californian practically all her life, since she was brought to this state as a young child and registered from San Francisco in the California School for the Blind in 1880. She attended this School for fifteen years, graduating in 1895. Many stories are told of her days in the School. It was there that she first began to teach others, sometimes younger children and later even adult blind who came to the School for advice and assistance. It was there, too, that she learned the manual alphabet because at that time the Schools for the Deaf and the Blind were combined and, always eager to seize any means of keeping in touch with others, she learned the alphabet in order to talk to the deaf pupils of the School. This stood her in good stead in later years when she taught so many deaf-blind to read. Without the use of the manual alphabet this seems almost an impossibility.

It was at the School for the Blind, also, that she was assigned the duty of amanuensis to the principal of the School, and it was thought that work of that kind would be her means of livelihood after leaving school. She found, however, that in those days it was difficult for a blind person to receive recognition in that field, and she began to look for other means of using her boundless enthusiasm and her desire to be of service in the world.

Despite the fact that by this time Miss Foley was also handicapped by lameness, she began to teach many blind people to read.

She remembered with great joy the enthusiasm of the adults she had taught during her last days at the School, and she felt that she could bring a similar pleasure to many others. This led her into volunteer home teaching which she did at her own expense for many years in Los Angeles where her family was living at the time of her graduation from the School. Since she had never heard of home teaching or rehabilitation, she worked out her own plan of instruction. She taught a great deal by correspondence because, as soon as she began to be known, requests for help came from many places in California and from surrounding states. In addition to teaching the alphabet she wrote encouraging letters and copied for the pupils articles, poems, or short stories to suit individual tastes. This was the foundation of her successful career later in teaching people personally and through correspondence, because from these earliest experiences she learned to know people and to understand the methods of giving encouragement to those who had never seen and to those who, newly blinded, felt lost and in despair. Her greatest success arose from her ability to lead a discouraged blind person past the obstacles that seemed insurmountable on to accomplishments that brought at first pleasure and then a restored confidence which often changed an entire life.

Late in 1904 the California State Library established a department of books for the blind. We immediately heard of Miss Foley's work in home teaching and received much help from her in starting the new activity. She continued to serve voluntarily and to refer many of her graduate pupils to the State Library for book service. On July 1, 1914, she became a member of the State Library staff as home teacher for the blind for the Los Angeles area. When the work had been well established there under state auspices, Catharine J. Morrison, our second home teacher, was appointed to continue in that locality, and Miss Foley was transferred to the San Francisco Bay area in the fall of 1917. She continued her active work until January of this year when severe illness made this impossible. Her condition ultimately resulted in her retirement from the State Library staff in June and her death on October 6.

Such in brief is the outline of Miss Foley's life. The many activities of her years of service brought results in California which will never be forgotten. For instance, in spreading information concerning work with the blind she gave innumerable talks throughout the state, but mainly in Los Angeles and San Francisco. She was indefatigable in her efforts to let the public know what the State Library for the blind could do for them in the way of book service and in teaching them to read. She gave many talks to the various clubs, parent teacher associations, nurses' groups, and over the radio. Her audience never failed to rise to the challenge she gave them. She had a natural gift for public speaking, and without any false sentimentality she was able to move an audience deeply. It was because she touched their emotions as well as their minds that she inspired so many people to lend assistance to various endeavors in behalf of the blind.

From Miss Foley's association with blind pupils grew her desire to see a better attitude toward the blind on the part of the public. She emphasized in many talks the importance of treating blind people in a normal manner, in giving them a chance to work when possible and always the opportunity to do things for themselves. She was responsible for the chance that came to many of our blind people to work alongside of sighted persons, and, when this was brought about, she insisted always that the blind should attempt to do their work just a little more carefully than those about them because in such positions they were always promoting the cause of the blind in their attempts to secure recognition.

The prevention of blindness was of the utmost concern to Miss Foley and her influence in the work of prevention has been very great. She never failed to preach the doctrine of prevention in all its phases. She was herself a victim of infant opthalmia and consequently felt that she was in an excellent position to plead for measures that would lead to the prevention of that cause of blindness so prevalent when she began her public work. The talks that she made on the subject surely had their vital effect on the favorable passage of a law concerning the use of silver nitrate in the eyes of infants in California in 1915. Again in 1917 there was a movement to prohibit the use of the common or roller towel in public places. That, too, was successful and Miss Foley was pleased that she had been able to be of assistance.

In line with her prevention work was her effort in behalf of a sight-saving class in the public schools of Los Angeles. When Robert B. Irwin began promoting the establishment of such classes, Miss Foley did pioneer work in Los Angeles and again later in San Francisco. Largely through her persistent efforts this sight-saving work was established and teachers sent to training-centers for proper instruction in the techniques of sight conservation. Previous to that time, however, a class for blind children had been established, through Miss Foley's efforts, in the public school system of Los Angeles. The work of this class has been notably good, and its founding at a time when the California School for the Blind was very crowded made possible the education of many blind children who otherwise would have had to wait for their turn in the state school.

The interest which Miss Foley took in legislation concerning prevention of blindness was equalled by her deep and constant attention to all legislation in regard to the blind. Perhaps the legislative accomplishment that was most gratifying to her was that resulting in the separation of the California School for the Blind and the California School for the Deaf. This was accomplished in 1921, and Miss Foley always watched the fine results with the keenest interest and satisfaction.

There seemed to be no end to the activities which she would assume when necessity arose. At the time of the first World War she taught a class of transcribers, in connection with the activities of the State Council of Defense. These women transcribed books into braille for the blinded soldiers. There are some members of this group who do braille transcribing for the State Library to this very day. Following this beginning Miss Foley taught class after class for the Red Cross which soon took over the transcribing work. In addition to teaching classes of transcribers she did a great deal of proof-reading even up to the time of her serious illness.

Because of Miss Foley's success in this state she was asked in 1937 to instruct some home teachers in the state of Washington where the state agency for the blind was about to start active work in that field. She spent her vacation in that way, and it was a matter of pride to her that she was able to assist another state by instructing and inspiring some fine young people who were eager to follow in her footsteps.

The facts of Miss Foley's life can be outlined and her accomplishments can be stated. These, however, give no full realization of what her life meant to the hundreds of blind people who came under her influence and the numberless sighted persons whose lives have been made richer by their understanding of the work she was doing and by their opportunity to assist in it. Her mind was so keen, her instincts in matters touching her blind people were so quick and remarkably true, her devotion was so intense and unswerving that she has impressed her character upon the state of California for all time. It is impossible to express in words the individuality that was hers, but anyone who ever met her has felt it and will always remember.

SCHOOLS OF SOCIAL WORK AS A FACTOR IN WORK FOR THE BLIND [1]

By Mary Clarke Burnett

The title of this paper at first glance seems like a rather awkward juxtaposition of unrelated nouns. The attempt to discover a significant connection between them was undertaken on the basis of nearly two decades' experience in teaching and administration in a school of social work where the student body has occasionally included blind persons who, subsequent to training, have found employment in social agencies. While the number involved is much too small for any generalization to be attempted, the opportunity which I and other members of the faculty have had to work with these students has at least enabled us to distinguish between the real and the imaginary handicaps which blindness imposes.

Speaking for myself, I know that I met the first applicants for admission to the school with the expectation that their program would have to be greatly modified, and that it would be absurd to expect them to work with any but those whose handicap they shared. In this I believe was reflected the confusion characteristic of the sighted whose attitude to blindness is compounded of the firm belief that those so afflicted cannot be expected to do anything for themselves, and of amazement bordering upon incredulity when they demonstrate that they can. (In her remarkable autobiographical record, *I Begin Again,* Mrs. Bretz has commented humorously on those persons who, because she is blind, act as if she were also feeble-minded—asking a third person, "Does Mrs. Bretz take sugar in her tea?" instead of directing the question to her!)

It is this attitude, of course, which imposes such barriers to the placement of blind persons in regular employment. Vocational training is by comparison simple. Vocational counselors can suggest occupations which could in theory and practice be successfully followed despite the handicap, but, since prospective employers do not share their confidence, the trainee has no assurance that he will have an opportunity to demonstrate the ability which has been acquired at the completion of the training program.

Many avenues of activity are obviously closed to the blind: They cannot become surgeons or draftsmen or chauffeurs or photographers, but they can learn to use a typewriter, which even the sighted negotiate primarily by touch; and through the use of braille they can take and study notes and read whatever literature is made available in that form. There is nothing magical, however, in their ability to compensate for the loss of sight, and in many situations they are practically forced to hire assistance in order to function without imposing burdens upon associates whose willingness to be helpful must not be too consistently relied upon.

The question posed by a blind applicant to a school of social work is essentially this: Is there anything inherent in the loss of sight which prohibits one from qualifying as a professional practitioner in this field in the same sense and by the same means, i.e. professional training, as sighted persons qualify? In other respects the blind applicant should of course be judged as are other prospective students

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[1] A paper presented at a meeting on The Social Treatment of Blindness, National Conference of Social Work, 1940.

upon the basis of whatever criteria govern the school's admission requirements.

If this question is answered in the negative, it then follows that the blind graduate should be prepared to take positions in social work agencies, irrespective of the clientèle they serve. There is a tendency, I believe, to consider that blindness is in itself a qualification for work with the blind, regardless of other considerations; while, at the same time, the idea persists that it is a disqualification for work with the sighted. Is this because of a peculiar fitness for the work which the fact of blindness conveys, or it is that this field seems to offer an island of shelter in the rather bleak waters of competitive employment where blind persons have little chance to demonstrate their capacity, because the sighted cannot visualize their possible success? Unfortunately, the combination of these two factors sometimes results in the belief that blind persons as such have a vested right to positions in which anyone of their number has at one time been employed. In asserting this right the necessary qualifications for successful performance on the job—which may or may not have been possessed by the previous incumbent—are likely to be overlooked, and the position may be filled by a blind person who is wholly inadequate to the task in hand. Unfortunately, the community at large will probably attribute his failure to blindness rather than to lack of preparation and experience for the work he has undertaken. Appointments made on such a basis not only deny the applicability of professional competence to the field of work for the blind, but they also tend to discourage the acceptance of competent blind persons in the wider field of professional practice.

But it may be queried, does work for the blind call for the particular kind of professional competence which schools of social work aim to develop in their students? In spite of varieties of emphasis among the curricula of different schools and differences of opinion as to the area within which persons with social work training are prepared to function, there is probably some agreement that basically a school of social work prepares its students to help people who suffer from socio-economic disabilities with which they are unable to cope unaided. The form of help may vary widely, and within the definition come the many specializations which receive different emphases from the different schools —group work, medical social work, child placement, etc.

Perhaps no type of socio-economic disability calls into play a wider variety of services than does a major physical handicap. Medical treatment to reduce the individual's handicap to a minimum, public health and safety programs to limit its occurrence in the community, represent preventive measures. To the degree that these measures are ineffective, education adapted to the limitations which the handicap imposes, and vocational guidance, training, and placement are employed to enable the handicapped individual to compete for a job in the open market. This part of the program includes both the education of the child handicapped from birth or early in life, and the re-education of the adolescent or adult for whom the occurrence of the handicap means reorientation. A realistic analysis of the situation, however, indicates that, even when such forces are brought to bear, self-support may not be possible in a number of instances. The handicapped person must then be helped to find some occupation which will bring satisfaction, if not an income, and to carry on as much social activity as is still within his powers. At the same time, if he is not financially independent, maintenance must be provided. A compromise between self-supporting activity and complete lack of remunerative work is offered in the sheltered workshop. This agency may serve either as a training-center or a therapeutic occupation for those who cannot be placed in competition with the nonhandicapped.

While it is obvious that a variety of professional skills in the fields of medicine and education, as well as industrial management and the employment services, are essential to such a program, it seems clear that there is also a real place for the contribution of social work. The individual's adjustment to his handicap is hardly likely to be easy or automatic. His relationships to his family will inevitably be involved in the adjustment, and even a decision regarding an appropriate occupation may be so surrounded by emotional difficulty that the particular skill of the social case worker can appropriately be brought into play.

In the case of the blind who have been singled out from other handicapped groups as recipients of special assistance, there is a clearly defined need for such service if the assistance is to be a means toward adjustment, rather than a feeble attempt on the part of society to compensate to the individual for the loss of his sight.

It is not enough to determine the eligibility of the blind applicant for assistance on the basis of the legal requirements alone. There is the possibility of treatment to restore vision, and lacking that, potentialities for vocational training may be discovered. Since this is, however, unlikely in a large proportion of cases due to the preponderance of older people in the group receiving blind assistance, the development of avocational interests and guidance in the direction of leisure-time pursuits may be needed. Interpretation of the blind person's problems and needs to other members of his family so that they may help him to lead as normal a life as possible rather than relegate him to the uselessness of the "chimney-corner blind" offers a further opportunity for service.

Surely here we have a situation in which the professional skills of the social worker are called for—the same skills which are learned and applied in case work and group work, and not a different set specifically cultivated to meet the needs of blind clients. The ability to accept the client as he is with all his fears, inhibitions, and handicaps is a first requisite with this group as with other persons whose disabilities are not related to loss of sight. Granted that the field of work with the blind does at the present time afford employment to blind persons, it follows that schools of social work must be willing to offer training to such persons if they are to be equipped to give service in this field on the basis of professional competence, rather than on the basis of blindness. This at once raises the question as to whether it is possible to give such students the same training as is offered to the sighted, since otherwise we deny the assumption that generic preparation is required for competence in the field. Doubts immediately arise regarding possibilities of field work, record reading, etc. and how will the student manage to get about! Having learned from blind students themselves to respect their capacity for meeting the obstacle of the handicap on a practical level, I might say that it presents no difficulty in classroom performance, except in cases where the instructor relies on visual presentation, as in statistics where a braille textbook would be extremely helpful. The student can use a typewriter to prepare papers and to take examinations and a braille slate for class notes. Transportation and reading are two problems which must be met by the blind student, but with which the school can afford some help. Students who carry a similar schedule may be willing to assist with reading and sometimes also to guide the student to and from the campus, or they may be asked to lend such assistance as part of an NYA assignment or the duties connected with a fellowship. For field work, however, the student must arrange guide service, and the guide must not be one who wishes to participate in the case work situation. If the student can get to the home of the client, however, he can certainly conduct an interview and report what he finds.

Those who worry about what he misses underestimate the variety of ways in which the blind have learned to become familiar with their environment through senses other than sight. If it is necessary to appraise the client's home surroundings they can do so, though the dimensions of the rooms and the appearance of the house from the street they will not be able to judge at first hand. Since, however, the emphasis of modern case work is upon understanding the client and establishing a helpful relationship with him, the blind are really not at a great disadvantage since speech and tone of voice convey as much to them as gesture and appearance are thought to convey to the sighted. It has been our experience, moreover, that blind students have no difficulty in being accepted by sighted clients, and they can carry field work in a case work agency successfully. Placement in group work presents more difficulties, although I do not believe there is any inherent reason why a blind person cannot learn to be a successful group leader, particularly if he possesses skills in music, crafts, story telling, etc. in which the blind are known to attain proficiency. Research should not be beyond the ability of the blind who have proved capable of training in higher mathematics, though of course they cannot be expected to present their findings through graphic devices.

If we grant that generalized training in social work is within the vocational possibilities of the blind, what are the opportunities for placement upon completion of training? Unfortunately employers of social workers are apparently no different from other employers in their attitude to a handicapped job-seeker.

Of my own knowledge and on the testimony of former students who demonstrated in field work an ability to function successfully with a sighted case load, a blind person's application, whether in a civil service file or on the desk of a private agency, receives no consideration on it merits. Strong representations by the school and previous employers may finally open a door, but "at present it seems apparent that unless the blind social worker seeking a job has friends willing to vouch personally for him, he will have a hard time to find employment."[2] All of this goes to show that social work, as this correspondent points out, is "not the answer to the prayer of those looking for new fields in which to place blind persons." Should this deter schools of social work from accepting a student whose handicap will mean an obstacle to placement? My correspondent's opinion on this point puts the situation aptly:

> Too often those interviewing the prospective blind student are so overwhelmed by what seem to them unsurmountable physical difficulties that they are unable to see the applicant as an individual, with strengths and weaknesses having little relation to his physical handicap. The fear that they may be even partially responsible for the student's failure makes them unwilling to accept him into the school. As I see it, the only responsibility the schools have in the matter is to point out to the blind student who meets the requirements for admission the actual difficulties presented, and allow the student to make his own decision as to whether he wants to try to overcome those difficulties.

Probably the most practical question to be faced is the cost of the services that must be purchased to offset the limitation of the handicap. Social work literature is not found in braille to any extent, so reading assignments and, of course, record material must be read to the student. This combined with guide service in the field is not an inconsiderable item of expense. Moreover, the would-be social worker must realize that he will require similar assistance on the job, and for this reason his real wages will always be considerably lower than the actual salary rate at which he is paid. While I know that some blind social workers can use guide dogs effectively in

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[2] Letter from a former blind student who has since been employed in both public and private agencies offering general case work service and in an agency with a special department for the blind.

executive positions, I have no experience with the use of a dog in field work. Were a student to apply for admission who was already accustomed to work with a dog, I should be perfectly willing to attempt the experiment.

It is more difficult to estimate whether the student's adjustment and degree of emotional maturity are sufficient to enable him to succeed in social work. Here the problem is not essentially different from that which confronts the school with regard to all applicants, but, in the case of a person with the handicap of blindness, it is particularly important that he should be capable of making an adequate adjustment to that handicap.

A distinction may be made here between persons whose blindness dates from birth or very early childhood and those who have been blinded later in life. In the case of the former, it is easier to determine the individual's adjustment, as his whole previous training and education have been affected by that limitation. In the latter case, the adjustment may be still in process, though there is the balancing factor that his native capacity may be judged in part by his experience and achievement before loss of sight occurred.

It must be recognized that students who suffer from no visible handicap and who seem in every way promising material sometimes fail altogether to measure up to the requirements of social work. At the same time, individuals who appear inadequate at the outset may blossom under the stimulus afforded through the training experience and become all the better workers for the struggle which they have undergone in the process of attaining professional competence. Granted that training should afford to blind students as to others a means by which they can gain insight into their own needs and learn to grapple more effectively with their own problems, they have higher hurdles to surmount than most people. It is no more impossible, however, for them to become adequate social workers than it is for persons who have themselves been in need of relief to do so. In neither case does the sharing of a client's experience in and of itself make for greater competence, but the strength which may be gained through acceptance and evaluation of a personally frustrating situation is a very real asset to anyone who would offer help to others in difficulty.

The problem of the school in estimating the emotional maturity of the blind as compared with the sighted applicant and determining the difference between potential and actual adjustment is one of degree rather than of kind. In my own opinion it is possible to do this within very wide limits only. The application of a student plus a personal interview and letters of reference taken all together afford some indication of the kind of person who is seeking admission to social work training, but no one can determine in advance what sort of person it will be who will emerge from the school when training has been completed. With all students some risk is involved, but is the risk primarily the school's or the student's?

It is the school's responsibility to clarify to every prospective student as far as possible what will be required of him in training and what constitutes adequate social work performance. He should also be advised that the first semester will be in the nature of a probationary period during which both he and the school will have a chance to explore his adaptability to the field, with the understanding that, in the case of obvious failure, he will not continue in the second semester. The student can then decide whether he wishes to invest his time and money in the training venture and to accept responsibility for demonstrating his own capacity to succeed with the help which the school has to offer.

In conclusion, may I suggest that schools of social work can play a part in work for the blind in two ways: First, by recognizing the opportunities afforded in this field for the exercise of the skills which their students ac-

quire; and second, by giving consideration to the applications of qualified blind persons who wish to become professional social workers. In so doing the school must recognize the real difficulties which these students will face and also the extra effort which the school will have to take to secure satisfactory field work placements and subsequent job opportunities. Those responsible for admissions, however, should be able to free themselves from the misconceptions current in the community that blindness is an insuperable barrier to adequate performance in any field of endeavor. Once admitted, the capable blind student will, I have no doubt, be able to convince the faculty that he can acquire professional competence. On this basis he can surely be confidently recommended for positions in a field where, after all, the essential tool is not eyesight but the disciplined personality of the practitioner.

SOCIAL CHARACTERISTICS OF RECIPIENTS OF AID TO THE BLIND [1]

By Anne E. Geddes

At present in the forty-three states administering programs for aid to the blind under the Social Security Act, 46,500 needy blind persons are receiving assistance payments amounting to more than one million dollars a month. Who are these people? How do they differ in age and race from the total blind population? How many of them are living in rural areas and how many in cities? How many of them were receiving or benefiting from any other type of aid before they were accepted for aid to the blind? How much assistance are they receiving individually, and what other income do they have? What are their living arrangements? How many are living in households which receive other forms of aid? How many are likely to go off the rolls because of improvement or restoration of sight or for other reasons?

Some light is shed on these and other questions by the social-data reports submitted by forty-two states to the Social Security Board for the fiscal year 1938-39. The reports supply information on 11,200 persons accepted for aid to the blind and on 6,300 persons for whom aid was discontinued during that year.[2]

In this brief paper it is not possible to discuss differences in the characteristics of the needy blind in the several states or in the adequacy of the aid which they are receiving. In both these respects there are substantial differences among the states. These differences reflect fundamental variations in the characteristics of the blind population itself, in the eligibility requirements of state plans, in costs and standards of living, and in the willingness and ability of states to support programs for aid to the blind or other programs for the blind.

Despite its well-known inadequacies, the 1930 Federal census of the blind affords a

[1] A paper presented at a meeting on The Social Treatment of Blindness, National Conference of Social Work, 1940.

[2] For information concerning recipients of aid to the blind accepted during the fiscal year 1937-38, see Lynch, John M., and Schumacher, Elizabeth S., "Recipients Accepted for Aid to the Blind in 1937-38" *Social Security Bulletin*. Vol. 2, No. 11 (November 1939), pp. 11-23.

basis for some rough comparisons of the persons accepted for aid to the blind with the total blind population. In age and race, the group of recipients of aid to the blind differs notably from the total blind population enumerated in 1930.[3]

Age

Under the Social Security Act needy blind persons of all ages are eligible for aid to the blind. In comparison with the census, however, there is marked under-representation on the assistance rolls of blind persons under twenty and over sixty-five years of age, with over-representation of those in the intervening years.

The under-representation of boys and girls in the program for aid to the blind may be explained, at least in part, by the fact that many blind children are cared for in schools for the blind, where they receive special instruction; under the Social Security Act, Federal funds may not be used for payments to residents of public institutions. Thirty states have established a minimum requirement for aid to the blind of sixteen, seventeen, eighteen, twenty-one, or over twenty-one years of age. On the other hand, in three states—Connecticut, South Carolina, and North Carolina—9, 11, and 31 per cent, respectively, of the persons accepted for aid to the blind in 1938-39 were under twenty-one years of age.

The prevalence of blindness is highest among aged persons. There are, however, two special types of public assistance for which the aged blind may be eligible—old-age assistance and aid to the blind. Many aged blind persons are receiving old age assistance, and this is the principal reason for under-representation of persons sixty-five years of age and over in the program for aid to the blind. Only one state—Ohio—has established a maximum age for aid to the blind—sixty-five years. Some other states, however, do not accept any applicants for aid to the blind who are eligible for old-age assistance, and in some instances aged blind persons whose blindness is attributed to senility are accepted only for old-age assistance. On the other hand, some states transfer persons from the aid to the blind program at age sixty-five, if they are eligible for old-age assistance.

These practices raise some interesting questions: Are aged blind persons transferred from aid to the blind to old-age assistance or accepted for old-age assistance in preference to aid to the blind because they can receive more adequate care under the old-age assistance program, or because of limitations of funds available for aid to the blind? One state indicates that aged blind persons are given old-age assistance rather than aid to the blind in order to save the expense of eye examinations. In Massachusetts, which transfers eligible blind persons to old-age assistance at age sixty-five, the maximum monthly payment for aid to the blind is thirty dollars, but there is no maximum for old-age assistance.

Race

The prevalence of blindness is higher among Negroes than among white persons, according to the 1930 census of the blind. Blindness is, of course, frequently associated with low standards of nutrition and hygiene and lack of needed medical care, which are conditions more common among Negroes than among whites. Of the persons accepted for aid to the blind in 1938-39, Negroes constituted 23 per cent, whereas in 1930, in the same group of states, Negroes comprised 16 per cent of the total blind population. From 50 to 70 per cent of the persons added to the rolls in 1938-39 in Alabama, Georgia, Louisiana, Maryland, Mississippi, and South Carolina were Negroes.

Residence

In order to make provision for eye examinations, instruction at home or in school, and

[3] U. S. Bureau of the Census, *The Blind and Deaf-Mutes in the United States,* 1930, p. 2.

medical care to conserve or improve vision, it is important to know where applicants and recipients of aid to the blind are living and whether medical and educational facilities are accessible to them. Of the needy blind persons accepted for aid in 1938-39, 22 per cent were living in large cities of 100,000 or more population, 29 per cent were living in cities of from 2,500 to 100,000 population, 28 per cent were living on farms, and 21 per cent were living in rural areas but not on farms. In Alabama, Mississippi, South Carolina, Virginia, and West Virginia, 70 per cent or more of all persons added to the rolls in 1938-39 were living in rural areas.

Previous Assistance

About half of the persons accepted for aid to the blind in 1938-39 were transferred to this program from other welfare programs: 43 per cent had received or benefited from some other type of aid within thirty days prior to investigation for aid to the blind, and about an additional 7 per cent within two years. The most common form of aid previously received was general relief; in some instances, however, the general relief may have been granted only pending determination of eligibility for aid to the blind. Negligible numbers of blind persons were shifted to the program from almshouses or other institutions. About half the persons accepted for aid to the blind either were newcomers to the welfare rolls or had not been on the rolls within two years.

Amounts of Assistance

How much is the monthly assistance given to the blind and how adequate is this assistance? We know the amount of the payments, but unfortunately we cannot give a satisfactory answer as to their adequacy. The amounts of assistance approved for the persons added to the rolls in 1938-39 ranged from $1 to $65 a month; half of the persons accepted were to receive between $13 and $30. The median payment was $20. The level of payments varies enormously from state to state; in California the median payment was $50, in Mississippi, $6.

The assistance payment does not necessarily represent the entire income of the blind person who receives it. According to the social-data reports, 78 per cent of the recipients had no regular income other than the assistance payment. Twenty-two per cent were receiving some other regular income: 12 per cent had some income from relatives and friends; 5 per cent, from earnings in sheltered employment, self-employment, or other employment; and 5 per cent, net income from real property, sale of farm produce, or other sources.

It should not be concluded that even those blind persons with no other regular income lived solely on the assistance payment. Some of them doubtless had resources which did not produce money income, such as homesteads. Furthermore, 85 per cent of them were living in household groups: 15 per cent with husband or wife only; 23 per cent with husband or wife and others; 39 per cent with relatives, not a husband or wife; and 8 per cent with non-relatives. The assistance payment to persons living in household groups may be intended to cover the needs of the family or of the blind individual only, depending on the budgeting practices of the public assistance agency. Of the 15 per cent not living in household groups, 2 per cent were living in private institutions, and 13 per cent were living alone.

More information is needed concerning the amounts and types of income of households with a member on the assistance rolls. We know, however, that about one-fourth of the persons accepted for aid to the blind were in households which were to receive other public or private aid simultaneously with the grant of aid to the blind: 8 per cent were in households getting general relief, 7 per cent in households receiving old-age assistance, 6 per cent in households with a member em-

ployed on a Work Projects Administration project, and about 4 per cent in households receiving some other form of aid or another grant of aid to the blind.

Recipients Dropped from Rolls

So far, discussion has been limited to the persons accepted for aid to the blind. Of equal interest are those for whom aid is discontinued. In 1938-39, for every 100 persons added to the rolls, 56 were dropped. What are the circumstances resulting in the discontinuance of aid? According to the reports, of the 6,300 persons for whom aid was discontinued, 8 per cent were dropped because vision was improved or restored; 11 per cent became self-supporting for reasons other than the improvement or restoration of sight; relatives or friends assumed the support of an additional 11 per cent; 8 per cent were admitted to institutions; and 39 per cent had died. The remainder were dropped for a variety of other reasons.

Information Needed in the Future

For better understanding of the people receiving aid to the blind and of their need for supplemental services, further facts should be available. Of the people on the rolls, how many are totally blind? For those with some vision, what is the extent of impairment? How many have limited peripheral vision? What are the etiologies of the eye conditions and what are the sites and types of affection? For how many persons is medical or surgical care recommended to conserve or improve vision? How long have the people on the rolls been blind? Such facts need to be related to age, race, sex, and residence as a basis for planning programs for teaching braille and providing vocational and other instruction, and as the basis for providing medical and hospital care for conserving and improving vision.

Fortunately in another year such data will be available for many states according to a uniform plan. The Division of Public Assistance Research of the Social Security Board has completed plans for a study of the causes of blindness of recipients of aid to the blind, to be made voluntarily in certain states administering programs for aid to the blind. This study is based on the classification of the causes of blindness compiled by the Committee on Statistics of the Blind of the National Society for the Prevention of Blindness and the American Foundation for the Blind; material in the manual of the Committee is being utilized. Because of the Committee's work, the way is paved for obtaining facts which should lead to more intelligent planning for supplemental services for recipients of aid to the blind and other blind persons and for further measures for the prevention of blindness.

STATISTICAL MEASUREMENTS AS GUIDES IN SOCIAL PLANNING[1]

By Evelyn C. McKay

The subject which has been assigned to me today is "Statistical Measurements as Guides to Social Planning." In view of the special interest of this group, I assume that the subject is by implication limited to statistics in the field of blindness and work with the blind.

Since I have undertaken to speak on this subject, you may find my first statement rather paradoxical—namely, that there are no reliable statistics in this country as to the extent of blindness or the characteristics of the blind population. That may sound incredible, but it is, unfortunately, true. (The excellent statistics just presented by Miss Geddes represent only blind persons receiving aid to the needy blind in states which participate in Federal funds under the Social Security Act.)

I should like to set forth some of the reasons why this situation exists. Perhaps some of you are thinking first of the U. S. Bureau of Census as a source for statistics of the blind. It is true that the Census Bureau did for many decades include a census of the blind in its regular decennial census of population. It developed, however, that no matter how great the care taken, the census reports never produced the results desired. The difficulty of applying uniformly a definition of blindness[2] in the hands of lay census enumerators, the unwillingness of some families to admit that there were blind persons in their households, and, probably, most important of all, the comparative infrequency of blindness in the general population, combined to make the reporting seriously incomplete. For instance, if the enumerator inquires as to the presence of a blind person in the household at several hundred homes, and always receives the answer "No," he is likely to forget sometimes to ask the question. There is no means of knowing how incomplete the census figures have really been,[3] and similarly there is no way of knowing whether those blind persons who were reported in the census are representative of the total blind population as a whole. It may be, for instance, that young and active blind persons were more completely reported than the aged and infirm, or that blind children of school age came to the enumerator's attention more readily than blind infants. Therefore, although in each census up to and including 1930, the U. S. Bureau of Census published tabulations of characteristics of the blind population, too much importance should not be attached to these figures. The census authorities have themselves recognized these weaknesses, and as a result, no census of the blind was made in the population census of

[1] A paper presented at a meeting on The Social Treatment of Blindness, National Conference of Social Work, 1940.

[2] There are various definitions of blindness, ranging all the way from a total absence of the ability to perceive the difference between light and dark, to that degree of sight which is generally known as "useful vision." The most generally accepted definition, however, is as follows: "Visual acuity not exceeding 20/200 in the better eye with properly fitted correcting lenses." In non-technical terms, a person who has 20/200 visual acuity can see at 20 feet only those objects or characters which a person with normal vision can see at 200 feet. It is usually considered as being roughly equivalent to the ability to read ordinary print.

[3] No one knows how many blind people there are in the United States, but on the basis of intensive studies made in various representative areas, it is estimated that the average incidence of blindness is probably about 15 per 10,000 of general population and may be as high as 20 per 10,000 of general population. There is no way of estimating the variations of incidence from state to state which might be caused by differences in medical care, in nutrition, in the age groups of the total population, or by a dozen other factors which are not at present subject to measurement.

1940 just concluded. This is not a matter for regret, but rather for congratulation. It is probably better to have no figures at all, and therefore an incentive to develop reliable statistical procedures, than to have some statistics which look all right, but, upon examination, are found to be unreliable.

Another important source of statistics of the blind is found in the reports compiled by the Social Security Board from which Miss Geddes has given us some valuable findings. There are, in the states administering aid to the blind under the Social Security Act, more than 46,000 blind persons, and, under the direction of the Social Security Board, each state has compiled social data regarding the recipients of aid to the needy blind. This is probably the largest body of information about the blind, uniformly collected and compiled, which has ever existed in this country and is undoubtedly of great value in studying certain problems of blindness. Nevertheless, it has certain characteristics which prevent it from being representative of the blind population as a whole. In the first place, it includes only recipients of aid to the needy blind, and therefore blind persons who are self-supporting or are supported by their families are omitted from the figures. Moreover, definitions of need vary from state to state, as do requirements of citizenship and residence. The most important factor, however, is probably that of age. Minimum age limits also differ from state to state, and in some states all persons under 16 are ineligible, while in others the lower age limit is 18 or even 21 years of age. With regard to the upper age limit, similar differences are found. In certain states, for instance, Ohio and Massachusetts, blind persons over 65 years of age are automatically referred to old age assistance. This means that they are excluded from the tabulation of recipients of aid to the blind, whereas in other states, aged blind persons are included in these figures. That is a particularly important factor because the incidence of blindness is very much greater among those of advancing years, due to the fact that certain diseases (such as cataract and glaucoma) are associated with advancing age. It is estimated that 50 per cent of blind persons are past 60 years of age and the proportion may be even higher. This means that the carrying of blind persons over 65 on old age assistance very greatly influences the figures on recipients of aid to the blind.

Another factor which prevents using the Social Security Board's statistics as representative of the total blind population is the fact that in some states the programs of aid to the blind were well under way before the Social Data card was introduced. In some cases, it was not practicable for county workers, already overburdened, to go back and collect social data on cases which had already been investigated, and therefore the use of the Social Data card in certain states has been confined to new cases taken under care in the year in question.

The Social Security Board is perfectly aware of the effect of these factors upon the statistics it is collecting, and makes no claim that the figures so derived are representative of the total blind population as a whole. The danger is, however, that the lay public, not understanding the problems involved, may assume that the figures thus published are more universal and representative than they really are.

Another possible source of statistics of blindness is found in the annual reports of certain state agencies for the blind. Some of these agencies have been in operation for twenty or thirty years, and have built up large registers of the blind. Some of them make annual or biennial analyses of the data concerning blind persons so registered for publication in their annual reports. Again, it must be said that these figures have some value, but upon examination we find that they also fall short of the standard of reliability we are seeking. There is no way of checking the completeness of such registers or of discovering what proportion of cases has been over-

looked. As an illustration, I might mention one state, rather small in area and compact in population, in which the work for the blind had been carried on for some years and was well organized. The executive of that state agency felt that his register was probably about 80 per cent accurate, but as an experiment, undertook an intensive census of the blind in certain selected areas within his state. Special methods were used to secure the reporting of every blind person within these areas, and when that had been completed, some sampling was done to check the completeness of reporting. As a result it was found that, counting registered blind persons who had died or moved away, and newly reported cases not hitherto known to the agency, the original register had been only about 56 per cent complete and accurate, and yet this was one of the states in which a serious effort had been made to provide for complete and permanent registration of the blind and in which the conditions were as favorable as anywhere in the country.

In this connection I might quote the experience of the Ministry of Health in England under which the Government's program for the blind is set up. After the passage of the Blind Persons Act in 1920, one of the first steps to be taken was to establish a register of the blind. In 1921, 34,894 blind persons were reported. The total registration showed an increase in each successive year until in 1934 (the last year for which figures are available) the registration had reached the total of 63,408, an increase of 79 per cent over the original figure. It is generally recognized that this apparent increase is not due to an increase in the proportion of blindness, although that may have some slight influence over the situation, but is rather due to the fact that even after thirteen years, there were still blind persons who had not come to the attention of the authorities.[4]

England has, however, one great advantage over this country in the registration of the blind in that, because of the small area and dense population, the authorities are able to obtain an ophthalmological examination for every blind person before he is admitted to the register. So far that has not proved possible in this country. Recipients of aid to the blind undergo an ophthalmological examination, but in general no funds are available to provide uniform and competent eye examinations for those blind persons who do not apply for public assistance. Since blindness does not necessarily mean total absence of light perception but includes degrees of visual handicap up to the border-line of useful vision, it is generally agreed that only an ophthalmologist is competent to measure accurately the degree of vision remaining. Therefore, most of the state registers include the names of persons reported as blind, whose degree of blindness has never been determined by a physician, and the proportion of such cases in any register depends largely upon the liberality of policy established by the agency in question.

Another difficulty is that each state, in compiling data from its register, uses its own classification for age grouping, degree of blindness, etc., and therefore figures are not comparable between states.

After this thoroughly discouraging discussion of the inadequacies of existing data regarding blindness and the blind, we may well ask, "Well, what does it matter? What use could we make of such figures if they were available? Why should we expend the necessary time and effort to improve statistics?"

Five years ago, when the Social Security Act first went into effect, the first question asked in many states was, "If we set up a program of aid to the needy blind, how many blind persons will apply for assistance, how many will be able to qualify, and what will it cost us?" Those states which had programs of relief for the needy blind already in effect had some idea of the extent of the problem,

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[4] It is to be noted that the British definition of blindness is somewhat more restricted than the definition used in the United States.

although, if they contemplated changes in their programs to conform to the requirements of the Federal Act, they could only estimate the effect of those changes upon their total caseload. But other states which had not up to that time made any provision for financial aid to the blind, had no data on which to base their estimates, and in more than one case it developed that the funds appropriated in accordance with these estimates proved entirely inadequate to meet the need because of the unexpectedly large caseload. That emergency is pretty well over now, since all but seven of the states are functioning under the Social Security Act, but while it lasted it demonstrated one important area in which better statistics of blindness were needed.

Another very practical consideration lies in the education of the young blind. As you probably know, most blind children are sent to residential schools for education through elementary and high school. For many years after these schools were founded, they encountered great difficulty in locating the blind children who should have been sent to them, because there was no organized method of finding and reporting such children. With the gradual development of better means of communication and transportation, more and more children were brought into the schools at an early age, and this, together with the increasing population of the country, produced an increase in the population of the schools for the blind.

About 1907 began the active campaign for the prevention of blindness in newborn children (ophthalmia neonatorum), and as these campaigns through legislation and public education became effective, the number of children blind from this particular cause was considerably reduced. This is one of the few points on which we have something approaching reliable figures. In 1907 the proportion of new pupils entering schools for the blind who were blind from ophthalmia neonatorum was about 28 per cent. In 1937, the figure had decreased to 7.8 per cent. While these figures are susceptible to some criticism because of the possible unreliability of diagnoses in certain cases and particularly in the early years of the reporting, they are nevertheless reasonably reliable. Similar improvement in the control of other communicable diseases causing blindness contributed to the reduction of blindness among young children. The recent campaign for the control of venereal disease will also have the same effect since it is believed that a considerable proportion of congenital blindness is due to prenatal infection from syphilis.

For a long time, the reduction of the incidence of blindness among children from these improved medical procedures was more than offset by the factors of increase mentioned above, namely the general increase in population and the better distribution of information regarding educational facilities for such children. But within the past ten years another factor has entered in—the falling birth rate. While we have been aware that the birth rate has been declining gradually for some years, we have in general failed to appreciate the rapidity with which this decline has taken place since 1930. When the results of the 1940 census are published, we shall probably be considerably surprised to discover the extent of the decrease.

In Rhode Island, for instance, where a state population census was made in 1935, the results show that in the age group under seven the birth rate is very seriously below that which is necessary to reproduce the existing population, and it is steadily going lower. This decrease in the proportion of children in the population is already being felt in our public schools, and to a lesser degree in our schools for the blind. Combined with the decrease in the incidence of blindness among children, it is likely to produce within a few years a very considerable reduction in the number of blind children to be educated. What does this mean to our residential

schools? What does it mean, for instance, to their programs for new buildings, and increased facilities? Have they now reached their maximum size? What will happen to the smaller schools? Will they soon have so few pupils that they will not be able to afford the overhead involved in providing comprehensive and varied curricula? Will there possibly be a necessity for combining some of the existing schools, or closing certain schools and sending the remaining blind children from that state to some other for their education? These are questions which vitally concern, not only the educators of the blind, but the taxpayers and those responsible for planning public programs.

For another instance of the need for statistics, let us turn to the question of employment of the blind. It is generally agreed that a blind person who is mentally and physically normal can be satisfactorily employed in a variety of occupations, provided he would be employable if he could see. But, when we consider that, according to our best estimates, at least 50 per cent of the blind are past sixty years of age, and probably would not be in active employment if they had their sight, and probably another 10 per cent are under twenty and should be engaged in preparation for their life work, we realize that not more than 40 per cent of the blind are in age groups for which employment would be a normal answer. Of that 40 per cent, a certain number will be ill, emotionally unadjusted, or otherwise unfit for employment, and a certain number will be housewives whose home responsibilities would normally prevent them from entering the labor market. We therefore find that not more than 25 per cent of the blind, and possibly only 15 per cent, are employable or would be employable if they could see. This puts an entirely different face on the problem of employment and makes it seem much less formidable.

The largest group to be considered is that of the aged blind. This is the group which is probably the least completely reported in the various census figures and registrations, partly because, being aged and sometimes in frail health, their infirmities are the infirmities of age rather than of blindness, and they are likely to be overlooked in consideration of the problems of the blind. Nevertheless, this is one of the groups which needs service most if they are not to be relegated to the lot of the "chimney-corner blind" whose lives are limited, isolated, and condemned to inactivity. According to figures from Pennsylvania, which are probably as complete as any available, 74 per cent of the blind persons receiving the state pension for the blind are past 65 years of age. What consideration should be given to them in planning a program for the total blind population?

If I have sufficiently demonstrated the value of adequate statistics of blindness and the blind, and if we recognize that such statistics do not now exist in this country, what can we do about it? The answer appears to be, not in any immediate and episodic effort to solve the problem through a special census of blind population, but rather in a long-time program, soundly conceived and carried out with due observation of statistical procedures.

The Committee on Statistics of the Blind, jointly sponsored by the National Society for the Prevention of Blindness and the American Foundation for the Blind, has been working since 1930 to develop basic forms, classifications, and definitions, by which the gathering and compilation of such figures may be improved. It has been a matter of gratification to the Committee that the Social Security Board, upon assuming its responsibilities, adopted certain of the forms and procedures developed by the Committee and by so doing has established them as basic fundamentals in its statistical program.

The steps which might be taken to provide ultimately for adequate and reliable statistics of blindness are suggested as follows:

1. That each state should take responsibility for statistics of the blind population within its borders. This responsibility should be centralized in the state commission for the blind, the division for the blind in the state department of welfare, or some similar agency.

2. That some type of Federal or national supervision should be established to insure uniformity of procedure and adequacy of reporting. Those states which first attain the required standard of adequacy might be set up as a registration area in the same way as was done in the development of a registration of births and deaths some years ago. Additional states on attaining the required standard could be included in the registration area.

3. That each state should carry through to completion the work already begun in assembling statistics of recipients of aid to the blind. The procedure recommended by the Social Security Board in this connection would serve as a sound basis for future developments, and we would have in the first place a better picture of that portion of our blind population which is in financial need.

4. That, as circumstances permit, each state should provide for eye examinations of all blind persons on its register, to insure uniformity of definition of blindness. There are other excellent reasons for requiring an eye examination for every blind person taken under care, one of these being that the eye examination report is a basic tool in the social treatment of blindness, and that it is almost impossible to give appropriate and intelligent service to a blind individual without knowing something of the history of his eye condition. Thus a valuable by-product of the eye examination is the definition of the blind group, as distinguished from those who suffer merely from defective vision. So far as I know, only one state, New Hampshire, has up to this time put into effect the policy of procuring an eye examination report for every blind person registered.

5. When procedures and definitions are well established and data on cases already known have been secured, each state should make an effort to locate as far as possible all the additional blind persons within its borders who have not hitherto come to the attention of the state agency. There are various special methods which may be employed in such an intensive study and undoubtedly improved techniques will be devised when serious attention is given to this phase of the problem.

6. Better techniques must be devised for keeping a register up to date. Even though a state register is 100 per cent complete and accurate today, we are sure to find that by tomorrow some blind person has died, moved out of the state, or regained his vision, or that additional persons have been newly blinded. Methods of meeting this problem adequately have yet to be developed, but probably much could be done through enlisting the interest of leading citizens in each community and giving them a personal responsibility for reporting newly blinded persons and thereby putting them in touch with the services the state provides for them.

I commend these problems to your attention, not for the sake of statistics as statistics, but because I believe that adequate statistics are fundamental to an adequate and intelligent program for the welfare of the blind. With public funds limited and private funds increasingly more difficult to obtain, it behooves us all to study our state and local programs for the blind with a view to determining which services should be expanded, which curtailed, and which needs of the blind are as yet unmet. We must know more about the people we are trying to serve—who they are, where they are, what they need, and how their needs should be met—before we can plan intelligently or administer adequately a comprehensive program of services to the blind.

LEGAL PROVISIONS FOR SECOND INJURIES UNDER THE WORKMEN'S COMPENSATION LAWS[1]

By George Lavos

The problem of working out an equitable method of compensating a workman who had a disability prior to the one for which he is to receive compensation has long troubled industrial boards. There is, on the one hand, a workman who, as the result of two separate accidents, may be totally incapacitated for all work. There is, on the other hand, the employer and insurance carrier who certainly do not want to be financially responsible for payment of total incapacity when the last injury was only a partial disability.

This awareness of the reluctance of employers or insurance carriers to pay for the combined effects of a series of injuries is one of the factors behind definite legal provisions for such cases. There are other factors as well. It is a reasonable assumption that, under circumstances in which the employer might be responsible for compensation for combined effects, he would not hire men who had some permanent physical defect for which he might be liable should an accident occur. This has been the case in Oklahoma. Following the *Nean* v. *Hughes Stone Company* decision in which the Court decided that a one-eyed employee was entitled to full permanent total disability upon the loss of the other eye in employment, hundreds of men with one arm, one leg, or one eye were discharged from employment in the state through fear of employers (1).[2] The growth of medical examinations as a requisite for employment in many factories is another instance of this. Men with impairments for which the employer might be held responsible, should an accident occur, are rejected for employment by this means thus relieving the employer of possible liability.

The third reason is the nature of the court opinions passed on the method of awarding compensation in cases of second injuries. It is natural that employers would challenge in courts the findings of an industrial accident commission to the effect that compensation was due for the combined effects of a series of injuries although only the last one was incurred in their employ. On the other hand, it is equally natural that injured employees who had a disability previous to the industrial accident in question would challenge the findings that they were entitled to compensation for the last injury alone. When these cases were brought before the courts the decisions varied widely.

Some courts held that the employer was responsible for only the effects of the accident occurring in his employment (2). Other courts have held that the combined effects of the previous and the second injury must be compensated (3). Some have maintained that the compensation was to be based on the combined effects less the previous awards (4). In one state a reversal has occurred. The Illinois Supreme Court held that an employee who had previously lost a leg, and later lost an arm, was entitled to compensation upon a basis of permanent total disability (5). Later the same Court held that the provision of the statute on permanent disabilities "does not authorize compensation for total disability for the loss of a member

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Editor's Note: This is the fifth of a series of articles on legislation affecting the employment of the handicapped.

[1] As of December 31, 1939.

[2] Numbers in parentheses refer to bibliographical references at the end of the article.

in connection with the former loss of another member prior to employment unless the (second) loss actually does occasion total disability or incapacity to work" (6).

In the light of these facts state legislatures have felt it necessary to enact definite provisions covering compensation in cases of pre-existing disability. Today all the states (with the exception of Louisiana, New Hampshire, Vermont, Alaska, and Puerto Rico) which have a workmen's compensation law have enacted some definite provision for adjusting compensation in cases complicated by the presence of some long-standing physical disability. And in some states without legal provision there are court opinions which establish precedents for these states. In Louisiana the court has decided that the loss of two eyes on separate occasions is a permanent total disability and must be compensated as such (7). In Alaska the court decided that a man who had lost the sight in both eyes through two successive accidents was entitled to full compensation for permanent total disability (8). In the remaining states which have no specific legal provision, such cases have never been decided before the courts. Hence there are no judicial precedents.

The Nature of the Provisions

The provisions which have been enacted to cover this problem in compensation are, in the main, based on the opinions of the courts. Most of the legislatures have merely codified the methods laid down by the courts for compensating such cases. Some states have evolved other methods. A few have enacted waiver provisions. Under waivers the disabled worker is permitted to waive compensation for injuries he may incur while in employment. Other states have created second injury funds to cover, in part, compensation for the disabled who suffer industrial accidents.

Waivers

Six states (Ohio, Wisconsin, Massachusetts, Connecticut, Maryland, and West Virginia) have passed provisions which permit a physically disabled person to waive, in writing, compensation for injuries sustained in the course of employment and ordinarily compensable.

Of the six states which have such provisions three (Massachusetts, West Virginia, and Connecticut) issue waivers on a broad basis. In these states there is no specific mention of the kinds of defects upon which a waiver will be issued. In Massachusetts and Connecticut the basis is unusual or increased liability to accidents or to permanent total disability. In West Virginia the basis is a definite physical impairment which has arisen from non-employment sources. In Ohio, Wisconsin, and Maryland, the bases upon which waivers will be issued are definitely stated in the law. Ohio grants waivers only to the blind; Wisconsin to the blind and epileptic; Maryland to those who have suffered a loss of use of hand, arm, foot, leg or eye. In these states no other exemptions are permitted.

The compensation which is waived varies. Three of the states (Ohio, Wisconsin, and Connecticut) free the employer or carrier from the need to pay compensation for injuries attributable to the physical disability for which the waiver was originally issued. In Massachusetts the waiver covers all injuries which are permanent total, permanent partial, or temporary total in nature. In Maryland the waiver covers compensation for the disability for which the waiver was issued. Whether or not the subsequent injury was caused by the loss of a hand, arm, foot, leg, or eye, a workman so disabled and having signed a waiver will receive compensation for the effects of the last injury alone, should he suffer an industrial accident. In West Virginia the waiver clause sets up a similar

limitation permitting compensation to be granted only for the effects of the last injury. In effect these waiver clauses of Maryland and West Virginia limit compensation to the effects of the last injury, without reference to the presence of any pre-existing disabilities.

These waiver provisions are well controlled. A written agreement is required covering the disability, its nature, and the compensation waived. The waiver must be taken out before the accident, usually upon hiring. The boards administering the law must approve the waiver before it becomes effective.

In any discussion of the waiver-clauses the elective features of many of the workmen's compensation laws must be recalled. In many of the laws a worker can refuse to elect the provisions of the law. Only in Tennessee is this right limited. Under this law the employee must not be influenced in his decision on election or rejection of the provisions of the law by the employer. His non-election must not be made a condition of hiring. In the remainder of the states with elective workmen's compensation laws, there are no similar limitations on the right to elect. Hence it is possible for an employer to force a disabled applicant for employment to "waive" his compensation rights by non-election. But non-election automatically abrogates the employer's common law rights. Hence this method has many dangers which nullify its possible uses by employers.

The granting of waivers of compensation rights negates, first, the principle of liability without fault which lies at the basis of workmen's compensation laws, and, second, ignores the needs of a worker who suffers from the effects of two or more disabilities which may leave him totally disabled. On the other hand, without such provisions or provisions similar to those described under "Second Injury Funds," employment for the disabled in any industry covered by these laws will be rare.

Second Injury Provisions

A far larger number of the states with workmen's compensation laws have approached the problem of compensation in cases of pre-existing disabilities more positively. Provisions have been enacted to meet this problem which can be divided into two general groups. The first of these groups still retains some form of discrimination against either the employer or the disabled employee. The second of these, the so-called "second injury funds," eliminates the discrimination against both groups by providing for the payment of compensation so distributed that the employer or his carrier pays only for the effect of the injury sustained in his employ and the state pays, through the fund, the remainder to which the injured man is entitled by reason of the combined disability.

Discriminatory Second Injury Provisions

As was pointed out before, a large number of states have clauses covering compensation for pre-existing disabilities which may cause discrimination against either the employer or the disabled employee. These clauses are classifiable under four main headings.

In a large number of states the effects of the last injury alone, without reference to the effects of any previous disablements, are used as the basis for determining compensation. Such provisions will be found in California, Connecticut, Iowa, Montana,[3] District of Columbia, Nebraska, New York, Pennsylvania, South Dakota, Tennessee, and Texas. In the states of Alabama, Delaware, Florida, Georgia, Virginia, North and South Carolina, and Indiana, this method is used only when the series of accidents occurred under different employers.

It is plain that compensating for the effects

[3] Yet a coal miner who had lost one eye and received compensation was held entitled to compensation for total disability less the previously paid compensation upon the loss of the second. *McDaniel* v. *Eagle Coal Co.*, p. 43 (2d)655.

of the last injury alone is unfair to the injured worker. For example, a workman who loses an eye when he has already lost the other is totally disabled. And yet, under these provisions, he would obtain compensation for one eye alone. But the loss of two eyes means, in the vast majority of cases, total incapacity to work.

A few states provide for compensation based on the combined effects of a series of accidents. This is limited by the provision that the series of accidents must occur under the same employer. In North and South Carolina, Virginia, Florida, Georgia, Indiana, in all cases short of permanent total disability, the two permanent partial disabilities are paid for by extending the period of compensation to a maximum of five hundred weeks. When the combined effects are permanently and totally disabling, several states have made some special provision for these cases. The special funds discussed in the second part of this paper are one of the special provisions. Several states which have no such funds have made some attempt to meet the problem of a totally disabled workman. Alabama, New Mexico, and Colorado provide for the loss of second major members specified compensation additional to that awarded for a permanent partial disability with no pre-existing defect of the companion major member. Kansas provides for deduction of previous payments when the combined effects are a case of permanent total disability. Washington provides for full permanent total disability. Oregon follows a similar procedure. In Virginia, West Virginia, Florida, and Georgia in cases of permanent total disability resulting from two injuries under the same employer, the laws provide for full permanent total compensation less the payments already made. Iowa provides compensation additional to the regular payment for the loss of a single eye in cases of loss of second eye.

Compensating for the combined effects of a series of disablements is obviously forcing the last employer, or his carrier, to pay heavily. He may have to pay for the loss of two eyes although only one eye was lost in the last accident. This sometimes means compensation for life.

Several states provide for compensation in cases of second injury on the basis of the combined effects of the last injury and the pre-existing disabilities less the previous awards paid or payable. This attempts to distribute the compensation costs more equitably, but it leaves the employer with a larger compensation payment than would be the case if the accident had occurred to a normal man. It also leaves the worker without a payment which he would have received, had the accidents occurred at one time. This can be clearly seen in the procedure used. Thus, if a man who has already lost an eye (which is compensated upon a basis of 250 weeks) should lose the other eye in a compensable accident (which makes him totally disabled and entitled to compensation upon a basis of 800 weeks) his compensation would be determined by subtracting the 250 weeks' award from the 800 weeks' award. This result (550 weeks) is far in excess of the loss for one eye and far beneath the loss for two eyes. Thus the employer would be paying more than if a similar loss had occurred to a man who had had two eyes, and the employee is being paid less than if he had lost both eyes at one time. Possible discrimination on the part of the employer against disabled workers is still present.

Such a provision obtains in Arizona, Illinois (in cases which are covered by the second injury fund), Kentucky, Minnesota, (when the injuries occur on the same member), Nevada, Oregon, and Wyoming. Delaware has a similar method when the series of accidents occurred under the same employer. In Washington and Missouri this compensation method is used on cases short of permanent total disability.

The fourth method bases the compensation

upon the wage at the time of the last injury. From one point of view this is compensation for the combined effects of a series of disablements. This is true if the wage paid is a standard wage. But it is usually assumed that the disability lowers efficiency on the job. Hence the disabled produce less and are paid accordingly. This principle has been put in practice on several occasions. It has been explicitly stated in several court decisions (9); in the exemptions allowed disabled men under the minimum wage laws of several states (10) and in the exemptions allowed both men and women who were disabled under the NRA codes (11). As an example of this practice one of the court opinions may be cited:

> . . . the award of compensation depends upon the weekly wage, and the weekly wage is influenced by his crippled condition at the time of the accident. *Schwab* v. *Emporium Forestry Company,* 153 N.Y.S. 234.

The Rhode Island law states that compensation is to be based on "earning capacity at the time of later injury, and without regard to wages earned prior to first injury." This plainly recognizes the assumption that wages paid the handicapped are substandard. The employer, under this method, is paying only for the worth of the work—the worth being less than normal. This method fails to recognize that many disabled persons are paid full standard wages and that a second injury in these cases would force the employer to pay more than ordinarily. Colorado, Rhode Island, Kansas, Maine, Michigan, and Oklahoma use this method.

Conclusions

1. The courts have met the compensation problem of a second injury to a disabled workman in various ways. Notably these are (a) basing compensation on the combined effects of the series of accidents, (b) basing compensation on the effects of the last injury alone, and (c) basing compensation on the difference between the percentage of the combined effects and the percentage of the previous disability.

2. The legislative methods of meeting the same problem are varied. They are classifiable under four main headings. These have numerous limitations. The compensation to be paid is to be based on (a) the effect of the last injury alone without regard to the pre-existing disability, (b) the combined effects of a series of accidents, (c) the cumulative or combined effects less the previous impairments, and (d) the substandard wage at the time of the last injury.

3. Some states provide that the disabled workman may waive his rights to compensation under certain conditions.

4. Several states have made specific provisions in cases of a second injury causing, upon combination with the previous disability, a permanent total disability. In these states all but Oregon and Washington provide for less than the regular compensation for permanent total disability.

5. All of the methods presented thus far have some element of possible discrimination against either the employer or the disabled employee who has suffered another injury or both.

In several states a totally different solution to the problem of a second injury has evolved. This solution is the second injury fund. From this fund compensation is awarded in cases of second injury after the employer has compensated the worker for the effects of the injury incurred in his employ. These funds will be fully analyzed in the second part of this paper.

SECOND INJURY FUNDS

In the first part of this paper the methods were analyzed which various states have used for compensating cases of industrial accidents in which a disability already exists. The method of compensating through a second

injury fund was excluded from this analysis because it is a special and increasingly popular method of meeting the problem. It is special because it eliminates extra payments on the part of employers and because the employee receives full compensation for the combined effects of his disabilities. It is an increasingly popular method because it has been introduced in several workmen's compensation laws recently, notably those of Hawaii, South Carolina, Pennsylvania, and West Virginia.

The first part of this analysis showed the discriminatory nature of the various methods used. The second injury funds eliminate, to a material degree, this feature. The employer pays no more compensation than would be granted in an ordinary case. The disabled employee receives compensation for the combined effects of his injuries. Thus a workman in New York State who has lost one eye and subsequently loses the other eye in a compensable accident will receive from the employer, or his carrier, compensation for the lost eye. But under the terms of the law he is totally disabled. The state pays from the fund the remainder of the compensation due him for permanent total disability after the employer has ceased paying for the loss of the eye. This, in general, is the nature of compensation for second injuries under the funds.

Second injury funds are now in force in a number of states—California, North and South Carolina, New Jersey, District of Columbia, North Dakota, Minnesota, Utah, Wisconsin, Ohio, Idaho, Illinois, New York, Massachusetts, Hawaii, Pennsylvania, and West Virginia.

The Previous Disability

There are several possible limitations to granting compensation from these second injury funds. The kinds of pre-existing disabilities, the kinds of second or subsequent disabilities, the nature of the origin of the previous disability are all possible limitations. These will be analysed in the pages to follow.

There are two general ways of describing the previous disability. One describes it in general terms such as "a permanent disability," "a previous disability," or "a permanent partial disability." Such terms are used in California, North and South Carolina, New Jersey, District of Columbia, North Dakota, Minnesota, Utah, Wisconsin, and Pennsylvania.

The other description lists the kinds of pre-existing disabilities limiting them to the loss of certain major members of the body—the eye, the arm, the hand, the leg, the foot. States with such a description of the previous disability are Ohio, Idaho, Illinois, New York, Massachusetts, Hawaii, and West Virginia.

The Subsequent Disability

In describing the subsequent disability or second injury the same two groups appear. The same states describe this injury broadly as a permanent or partial loss, or as a loss of one of the four major limbs or the eye.

Under the laws of the group of states narrowly defining the previous disability and the second disability, the combined effects of these two disabilities are permanent total disabilities. The loss of both arms, both legs, or both eyes is usually totally incapacitating, and the laws of this group of states define a total disability as such a loss.

This may leave the impression that the group of states broadly defining the two sets of injuries will award compensation for their cumulative effects without regard to the seriousness of the combined results, but this is not the case. In every state (except Wisconsin and Utah) which broadly defines the two sets of disabilities, the second injury must be such that, when combined with the previous defect, the result is a permanent total disability under terms of the workmen's compensation law of the state. In other words, in every other state but these two (and, to some extent,

California) the compensation from the fund is disbursed only when the combined effects are permanently incapacitating for all work. California sets 70 per cent of a permanent total disability as the lower limit upon which compensation can come from the fund for second injuries.

The status of second injuries which are not fully "permanent total disabilities," even when combined with the previous disabilities, is not very clear in the states other than Wisconsin, Utah, New York, North Dakota, California, Pennsylvania, District of Columbia, and Illinois. In Wisconsin and Utah a worker who, for example, may have lost three fingers and part of the hand and who later loses the remaining two fingers and part of the hand would receive compensation for a loss of the hand. In Illinois he would receive in compensation the difference between the specified award for the total loss of the hand and the previous award made. In the remainder of the states mentioned compensation is based solely on the loss of two fingers and the remainder of the hand. In states other than those listed no procedure has been set up by law to compensate for such intermediate cumulative disabilities. The award is dependent upon the opinion of the state board administering the compensation act.

The Origin of the Previous Disability

The third possible limitation on compensation from the fund may be the restrictions on the origins of the previous disabilities. The clauses may prohibit compensation from the fund in cases where the pre-existing disability arose from an injury which is not related to industry. Individuals having defects from congenital causes, natural diseases such as infantile paralysis, or public accidents, may not receive compensation from these funds if they should suffer an industrial accident. This problem has arisen in three states and has been brought before the courts.

In Minnesota (12) and Utah (13), two of these states, the courts decided that compensation from the fund should be forthcoming regardless of the origin of the previous disability. The Supreme Court of Utah stated:

> We must conclude, therefore, that the disability referred to [in the second injury provision] is one that had been incurred at any time previous to the subsequent partial disability. The Legislature having imposed no limitation or condition as to time or place of the incurring of the previous disability, we know of no rule of law which requires or permits us to do so by way of construction.

In Wisconsin, on the other hand, the Court decided that compensation was not to come from the fund when the previous disability was the result of a natural disease. It stated:

> It would hardly seem reasonable to conclude that the Legislature intended . . . to compel industry to provide a state fund out of which an employee who had theretofore sustained a non-compensable, non-industrial accidental loss of an eye followed by the loss of the other eye as a result of an industrial accident, should be compensated as one losing both eyes as a result of an industrial accident or accidents (14).

West Virginia in describing the cases eligible to payment from the second injury fund uses the clause "different employment" for the two injuries implying that the previous injury must be an industrial accident. Other states follow the procedure of granting compensation from the fund regardless of the origin of the previous disability (15).

There is some basis, as will be seen shortly, for the opinion of the Wisconsin Court that industry should not be compelled to pay for the effects of natural diseases and public accidents in workers who suffer industrial compensable accidents.

Financial Basis of Second Injury Funds

The problems involved in financing these funds are, in general, threefold. Enough money must be secured to cover cases entitled to compensation from the funds. The levy must be sufficiently large and based on a

source sufficiently secure to guarantee this. Second, it must be so distributed that no one group of employers or carriers is discriminated against by the extra levy. Finally, if the funds are to cover all cases, regardless of the origin of the pre-existing disability, they must be supported by funds coming from sources other than industry. It will be only in this way that opinions similar to the Wisconsin opinion can be avoided.

There are two general methods of raising money for these special funds. A stated sum or percentage of the benefits due in cases of death in which there are no dependents is one of the methods and this is followed in Hawaii, California, North and South Carolina, Illinois, Utah, New York, Massachusetts, District of Columbia, and Minnesota. The sums range from $500 in Massachusetts to $300 in California. The percentages range from 25 per cent in South Carolina to 30 per cent in Utah. In North Carolina the entire death benefit in cases without dependents is diverted to the fund. In Pennsylvania, in case of such a death, the Department of Labor and Industry is to receive $1,500 when the death benefit would have been greater than this sum. Two hundred and fifty dollars is diverted to the state vocational rehabilitation fund, and the remainder to the second injury fund. If there are claimants for sums amounting to less than $1,500, the carrier pays the difference between the $1,500 and the total of such sums to the Department of Labor and Industry and one-fourth of this difference is used for rehabilitation, the remainder for second injuries.

The remaining states having second injury funds derive the money by exacting a percentage or sum from all compensation paid in the state or from all compensation paid for certain listed injuries. In New Jersey 1 per cent of all the compensation paid by insurance companies and self-insurers must be assigned to the fund. In Wisconsin there is a levy of $75 on the insurance carriers in all losses of hand, arm, foot, leg, ear, or eye.

There are, in addition, several supplementary methods such as the use of fines or other monies collected for violations of the workmen's compensation law. Some states combine the two principal methods. All these funds are held by the state treasurers to be disbursed only in cases of second injuries.

The sums so collected seem adequate since most of the states have raised or reduced their original levies to meet their needs. The source seems steady enough. In South Carolina, however, there have been no contributors to the fund in the period that the fund has been in existence. Fortunately there have been no second accidents. The problem of having enough funds to meet second accidents before there are any contributors to the funds has been met in Hawaii very adequately. The law provides that the fund be given $10,000 from the general state funds and, when the amount collected from the death benefits is $20,000, $10,000 of this latter amount shall be returned to the treasury. Thus there is guaranteed money for compensation from the fund. There has been no argument that the levy discriminates against any one group of employers. None of these funds, however, is supported from non-industrial sources, and so the last problem mentioned above does not seem to have been adequately met, and the way is open for decisions similar to that in Wisconsin.

Conclusions

(1) Sixteen states having workmen's compensation laws have second injury funds.

(2) In the states having such funds a second injury to an employee already disabled is compensated as follows: the employer pays for the effects of the injury sustained in his employ without reference to the presence of previous disabilities; the state, through the fund, pays for the remainder due the employee for the combined effects of the last preceding injuries after payment by the employer has ceased. In Massachusetts the

insurer must pay one-half the compensation costs, and the state pays the remaining half from the fund.

(3) There are two general ways of describing the nature of the previous disability. One specifically mentions the loss of certain members, and the other describes it as a permanent, previous, or partial disability.

(4) The subsequent or second injury is likewise described in two general ways corresponding to the above.

(5) In nearly all states compensation from the second injury fund is limited to those cases in which the combined effects constitute a permanent total disability.

(6) In all states having these funds no discrimination is made in compensating from them upon the basis of the origin of the previous disability. Wisconsin (from personal communication) seems to be ignoring the court decision cited above.

(7) Money is raised for the funds in two general ways. The death benefits are tapped, or a percentage or sum is levied on all compensation paid in the state or on certain specified compensation.

From the literature, from the laws themselves, and from court cases these funds seem limited to vision and orthopedic defects. Latent diseases or occupational diseases with long incubation periods seem to be excluded from these funds. In fact, several states, in the clauses governing compensation in cases of pre-existing disabilities, make distinct mention of diseases or aggravations as apart from the disabilities. On the whole the funds seem best applicable to apparent and ascertainable defects. Diseases and aggravations seem best covered by other methods.

References

(1) U. S. Bureau of Labor Statistics. Bulletin No. 536 (p. 268).
(2) See Chicago Journal Co. v. Ind. Comm., 305 Ill. 46; Weaver v. Maxwell Motor Co., 186 Mich. 588; Winn v. Adjustable Table Co., 159 N. W. 372.
(3) See Schwab v. Emporium Forestry Co., et al., 153 N. Y. S. 234; in re Braconner, 111 N. E. 792; Wabash Railroad Co. v. Ind. Comm. 121 N. E. 569.
(4) See Amer. Mut. Liab. Insur. Co., et al, v. Brock, 135 S. E. 103.
(5) See Wabash Railroad Co. v. Ind. Comm., 286 Ill. 194.
(6) Chicago Journal Co. v. Ind. Comm. 305 Ill. 46.
(7) Hargis v. McWilliams Co., 119 So. 88.
(8) Killisnoo Packing Co. v. Scott, 14 F. (2d) 86.
(9) See Wabash Railroad Co. v. Ind. Comm., 212 N. E. 269; Schwab v. Emporium Forestry Co. et al, 153 N. Y. S. 234.
(10) Lavos, George. Special licenses for the handicapped under state minimum wage laws. *Outlook for the Blind,* 1940; 34; 6-20.
(11) Lavos, George. Subminimum wages for the handicapped under Federal minimum wage regulations. *Outlook for the Blind,* 1940; 34.
(12) Lehmann v. Schmahl, 179 Minn. 388.
(13) Marker v. Ind. Comm., 37 Pac. (2d) 785.
(14) Ruchlow v. Inc. Comm., 213 Wisc. 240.
(15) Personal communication with appropriate directors.

EYE CONDITIONS AMONG PUPILS IN SCHOOLS FOR THE BLIND, 1938-39

A Report for the Committee on Statistics of the Blind

By C. Edith Kerby

This report on causes of blindness among children represents the sixth annual summary presented by the Committee on Statistics of the Blind. For the benefit of those who are not already acquainted with the Committee's plan for assembling and analyzing these data from the reporting schools, it should be stated that the steps in this procedure are as follows:

1. By the close of the school year each new pupil, as well as each pupil whose eye condition is not static, has been given an eye examination by his school's ophthalmologist.

2. The findings of each examination are recorded on an eye record form[1] especially prepared by the Committee on Statistics of the Blind to assure presentation of essential points of the diagnoses in a uniform manner.

3. Copies of these eye examination records are then forwarded to the Committee by the school superintendents, who also supply enrollment lists for use in selecting the students to be included in the current year's study.

4. Records are classified in accordance with the Standard Classification of Causes of Blindness which has been developed by the Committee on Statistics of the Blind.[1]

5. For maximum uniformity, one member of the Committee has either done or reviewed the coding for tabulation for all records. In all doubtful or incomplete cases an attempt is made to secure additional information from the examining ophthalmologist by correspondence.

The number of residential schools and day-school classes included in the Committee's reports has increased from twenty in the report of 1933-34 to thirty-nine in 1938-39. The reporting schools account for about four thousand students, or approximately two-thirds of the blind children of school age in the United States. While a group of this size, including as it does schools from all parts of the country except the Pacific coast, is undoubtedly an adequate sample for study, it is the ambition of our Committee on Statistics of the Blind to have all schools included in its reports. This desire is further stimulated by the knowledge that some of the missing schools have been unable to supply eye records of their students up to the present time, because ophthalmological examination service for the students is either inadequate or non-existent.

In supplying case records for analysis, the schools are asked to send records only for students receiving instruction in braille and other tactual methods. Those receiving visual, or sight-saving, training are excluded. Nevertheless, as the table by amount of vision shows, more than one out of ten of the pupils in schools for the blind have too much vision to be educated as blind individuals.[2] This fact has repeatedly been called to the attention of educators of the blind, who have as yet been unable to solve the problem. Its solution involves the establishment of adequate facilities for special instruction of the visually handi-

[1] The nature of the forms and classifications are indicated in the tables presented in this report. However, sample copies are available on request from the office of the Secretary (15 West 16th St., New York City).

[2] The generally accepted definition of blindness is central visual acuity of 20/200 or less, or central visual acuity better than 20/200 but having limited peripheral vision.

TABLE I. SCHOOLS AND CLASSES FOR THE BLIND INCLUDED IN THE STUDY, 1938-39

NAME OF SCHOOL	NUMBER OF PUPILS		
	TOTAL	MALES	FEMALES
All schools—Total	*3,868*	*2,219*	*1,641*
Arkansas School for the Blind	105	63	42
Colorado School for Deaf and Blind	55	33	22
Connecticut School for the Blind	66	37	29
Florida School for the Deaf and the Blind	70	38	32
Florida School for the Deaf and the Blind, Colored Department	35	21	14
Idaho State School for the Deaf and the Blind	25	18	7
Illinois School for the Blind[1]	201	122	79
Indiana School for the Blind	131	70	61
Kansas School for the Blind	87	39	48
Louisiana State School for the Blind	86	49	37
Louisiana School for the Deaf and Blind Negro Children	46	27	19
Maryland School for the Blind	81	44	37
Maryland School for the Blind, Colored Department	35	19	16
Michigan School for the Blind[1]	190	123	67
Detroit Public Schools, Braille Classes	46	24	22
Grand Rapids Public Schools, Braille Classes	11	7	4
Minnesota School for the Blind[1]	80	50	30
Missouri School for the Blind	115	66	49
Montana School for the Deaf and Blind	26	15	11
New York State School for the Blind	157	86	71
North Carolina State School for the Blind and the Deaf	207	117	90
North Carolina State School for the Blind and Deaf, Colored Department	95	47	48
Ohio State School for the Blind[1]	246	148	98
Cleveland Public Schools, Braille Classes	38	25	13
Youngstown Public Schools, Braille Classes	14	6	8
Oklahoma School for the Blind	137	74	63
Oregon State School for the Blind	110	68	42
Pennsylvania Institution for the Instruction of the Blind	221	122	99
Perkins Institution and Massachusetts School for the Blind	256	117	139
South Carolina School for the Deaf and the Blind	78	53	25
South Carolina School for the Deaf and the Blind, Colored Department	36	24	12
South Dakota School for the Blind	38	23	15
Tennessee School for the Blind	134	87	47
Virginia School for the Deaf and the Blind	97	47	50
Virginia State School for Colored Deaf and Blind Children	47	28	10
Western Pennsylvania School for the Blind	171	110	61
West Virginia School for the Deaf and the Blind	119	76	43
West Virginia School for the Colored Deaf and Blind	13	9	4
Wisconsin School for the Blind	163	87	76

[1] Does not include sight-saving class pupils.

AUTHOR'S NOTE: The following schools have been included in the Committee's tabulations for one or more years but have since dropped out: Alabama School for the Blind, and School for Negro Deaf and Blind; Arkansas Colored School for the Blind; Iowa School for the Blind; Mississippi School for the Blind; New York Institute for the Education of the Blind.

The following have never been included: Arizona State School for the Deaf and the Blind; California School for the Blind; Georgia School for the Blind and School for the Colored Blind; Kentucky School for the Blind and School for the Colored Blind; Nebraska School for the Blind; St. Joseph's School for the Blind, N. J.; North Dakota State School for the Blind; Oklahoma State Institute for Deaf, Blind and Orphan Colored Children; Royer-Greaves School for the Blind, Pa.; St. Mary's Institute for the Blind, Pa.; Texas Deaf, Dumb and Blind Institute for Colored Youths; Washington State School for the Blind.

The following are to be included in 1939-40 for the first time: Piney Woods Country Life School, Department for the Blind (Colored), Miss.; New Mexico School for the Blind; Lavelle School for the Blind, N. Y.; Texas School for the Blind; Utah School for the Deaf and the Blind.

capped who are not blind, preferably outside the school for the blind. Those outside the school are partly responsible as well for referring to these institutions children with too much vision to require either type of special education. Child welfare agencies as well as educational authorities need to consider the effect on the partially sighted child of being educated in an institution, when sound community planning could have kept him in his own home and its neighboring school.

Before discussing the causes of blindness data, it is well to give some consideration to the characteristics of the individuals included in the study. Most important of these is the age group. This conforms to that usually found in any elementary and secondary school group except that the school for the blind occasionally accepts a child of pre-school age and may often be obliged to prolong the education of older students well beyond the teen age if for any reason their formal education has been delayed during childhood and youth. As the table by age distribution will show, nine out of ten fall between the ages of five and nineteen years, more than seven out of ten being between ten and nineteen years of age. The group represents those whose blindness occurred at any time from the prenatal period up to, and including, very early adult years. Both of these facts must be kept in mind when considering the causes of blindness, since it would obviously be incorrect to assume that this distribution by cause is representative of *all* blindness.

For the first time the cross-tabulation of data on causes of blindness by etiology and by site and type of affection, which was previously available only for limited use, is printed for general distribution. This form of presentation has definite advantages, especially for teaching purposes, only a few of which can be mentioned here. For example:

Public health officers and nurses can readily appreciate the importance of communicable disease control measures in prevention of blindness by noting the many types of eye conditions that are due to these diseases. They will note also that smallpox, once an important cause of blindness among children, is no longer a problem. No doubt they will also note the evidence that blindness from ophthalmia neonatorum has not been completely eliminated, and will broaden their control procedures to give better protection to infants. Although our present figure on blindness due to syphilis is believed to be an understatement, it is hoped that this, too, will serve as a stimulus to more general use of premarital and prenatal laboratory tests, and to the establishment of adequate treatment facilities.

Teachers, parents, and safety workers may verify the importance of early and expert ophthalmological care in cases of eye injury, by noting that in four out of ten cases of traumatism, blindness results from sympathetic ophthalmitis of the uninjured eye.

As in previous years, the table shows that the largest group of cases is classified as of "prenatal origin." In fact, we find that practically half of all blindness among children of school age falls in this category. Only one out of eight are either known, or presumed to be, of hereditary origin, although many more might prove to be so if adequate family histories could be obtained. In the order of their numerical importance the inheritable eye conditions are cataract, retinal degeneration (usually of the pigmentary type), optic atrophy, structural anomalies (such as albinism, buphthalmos, and multiple anomalies), and myopia. This does not mean that heredity is the only cause factor responsible for these eye conditions. A glance at the table will show that some cataract cases are due to trauma and a few to various types of disease. Some of the optic atrophies are also due to trauma; many are due to disease, chiefly syphilis, meningitis and other diseases affecting the central nervous system.

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14	...	...	4	...	...	11	7	3	1	92.0
2	...	...	...	...	...	20	...	1	19	99.0
340	*350*	*360*	*380*	*790*	*800*		*910*	*980*	*990*	

capped who are not blind, preferably outside the school for the blind. Those outside the school are partly responsible as well for referring to these institutions children with too much vision to require either type of special education. Child welfare agencies as well as educational authorities need to consider the effect on the partially sighted child of being educated in an institution, when sound community planning could have kept him in his own home and its neighboring school.

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While there might not appear to be any

CAUSES OF BLINDNESS AMONG PUPILS IN SCHOOLS AND DAY CLASSES FOR THE BLIND IN THE UNITED STATES—SCHOOL YEAR 1938-39

Prepared by the Committee on Statistics of the Blind

CAUSES OF BLINDNESS BY ETIOLOGY AND BY SITE AND TYPE OF AFFECTION	ALL CAUSES BY SITE (TOPOGRAPHY) AND TYPE OF AFFECTION No.	ALL CAUSES %	EYEBALL, IN GENERAL	110 Hypertension (glaucoma)	121 Myopia (including myopic astigmatism) [Refractive errors]	128 Other refractive errors, specified [Refractive errors]	129 Refractive errors, not specified [Refractive errors]	130 Panophthalmitis and endophthalmitis	141 Albinism [Structural anomalies]	142 Anophthalmos (excluding surgical) [Structural anomalies]	143 Megalophthalmos (buphthalmos) [Structural anomalies]	144 Microphthalmos [Structural anomalies]	145 Aniridia [Structural anomalies]	146 Coloboma, any part (excluding surgical) [Structural anomalies]	147 Multiple structural anomalies [Structural anomalies]	148 Other structural anomalies, specified [Structural anomalies]	149 Structural anomalies, not specified [Structural anomalies]	151 Disorganized, atrophic, phthisic eyeball [Degenerative changes]	158 Other degenerative changes, specified [Degenerative changes]	159 Degenerative changes, not specified [Degenerative changes]	180 Other affections of the eyeball, specified	190 Affections of the eyeball, not specified	200 CONJUNCTIVA, MUSCLES, AND OTHER OCULAR ADNEXA
ALL CAUSES—BY ETIOLOGY No.	3868	* * *	1247	4	134	45	4	39	70	9	245	45	24	37	267	25	20	161	24	30	17	47	...
ALL CAUSES—BY ETIOLOGY %	* * *	100.0	32.2	0.1	3.5	1.2	0.1	1.0	1.8	0.2	6.4	1.2	0.6	0.9	6.9	0.6	0.5	4.2	0.6	0.8	0.4	1.2	...
INFECTIOUS DISEASES	924	23.8	212	...	4	2	...	36	...	...	10	...	...	1	6	...	...	108	14	22	1	8	...
11.0 Diphtheria	2	(a)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
12.0 Gonorrhea (excluding O. N.)	20	0.5	6	...	...	...	...	...	...	...	...	...	...	...	...	...	...	4	...	1	...	1	...
13.0 Measles	28	0.7	7	...	...	...	...	...	...	...	1	...	...	...	...	...	...	6	...	...	...	...	...
14.0 Meningitis	72	1.9	21	...	...	1	...	9	...	...	...	...	...	...	...	...	...	5	3	2	1	...	...
15.1 Ophthalmia neonatorum—gonorrheal	107	2.8	47	...	...	...	...	3	...	...	2	...	...	...	...	...	...	30	3	7	...	2	...
15.2 Ophthalmia neonatorum—other types	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
15.9 Ophthalmia neonatorum—not specified	257	6.6	83	...	...	...	...	9	...	...	...	...	...	...	...	...	...	53	6	11	...	4	...
16.0 Scarlet fever	17	0.4	1	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
17.1 Septicemia—acute	4	0.1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
17.2 Septicemia—chronic	8	0.2	1	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
17.9 Septicemia—not specified	4	0.1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
18.0 Smallpox	1	(a)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
19.1 Syphilis—prenatal	184	4.8	12	...	3	...	...	1	...	...	4	...	...	...	2	...	...	1	1	...	...	...	...
19.2 Syphilis—acquired after birth	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
19.9 Syphilis—not specified	9	0.2	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
20.0 Trachoma	23	0.6	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...
21.0 Tuberculosis	15	0.4	1	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...
22.0 Typhoid fever	3	(a)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
27.0 Multiple infectious diseases	11	0.3	4	...	...	1	...	1	...	...	...	...	...	...	...	...	...	1	...	1	...	...	...
28.0 Other infectious diseases, specified	21	0.6	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...
29.0 Infectious diseases, not specified	138	3.6	27	...	...	...	...	12	...	...	2	...	...	1	4	...	...	7	1	...	...	...	...
TRAUMA (including chemical burns)	332	8.5	61	...	...	...	...	1	...	...	1	...	...	...	...	...	...	24	5	7	15	8	...
Non-occupational activities																							
31.0 Birth processes	27	0.7	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...
32.0 Medical and surgical procedures	5	0.1	2	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...	1	...	...
33.0 Play or sport	171	4.5	30	...	...	...	...	1	...	...	...	...	...	...	...	...	...	10	3	3	8	5	...
34.0 Household activities	11	0.3	3	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2	...	...	...	1	...
35.0 Traffic and transportation	27	0.7	4	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	1	1	1	...
38.0 Other non-occupational activities, specified	3	(a)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
39.0 Non-occupational activities, not specified	82	2.1	18	...	...	...	...	...	...	...	1	...	...	...	...	...	...	9	2	2	3	1	...
40.0 Occupational activities	4	0.1	2	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	1	...	...	...
49.0 Activities, not specified	2	(a)	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...
POISONINGS	2	(a)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
51.0 Non-occupational activities	2	(a)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
52.0 Occupational activities	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
59.0 Activities, not specified	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
NEOPLASMS (all types) (69.0)	106	2.8	24	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	1	...	...	22	...
GENERAL DISEASES (not elsewhere classified)	65	1.7	4	...	1	...	...	...	...	...	...	...	...	1	1	...	...	...	...	...	1	...	...
71.0 Anemia and other blood diseases	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
72.0 Diabetes	1	(a)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
73.0 Nephritis and other kidney diseases	1	(a)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
74.0 Vascular diseases	4	0.1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
75.0 Diseases of the central nervous system	31	0.8	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
76.0 Diseases of pregnancy and childbirth	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
77.0 Nutritional deficiency	11	0.3	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
78.0 Other general diseases, specified	11	0.3	3	...	1	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	1	...	...
79.0 General diseases, not specified	6	0.2	1	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...
PRENATAL ORIGIN (not elsewhere classified)	1882	48.7	817	...	57	25	3	...	70	9	234	45	24	35	260	25	20	9	1	...	...	...	...
81.0 Hereditary origin, established	60	1.6	23	...	3	1	...	...	...	...	3	3	4	...	9	...	...	...	...	...	...	...	...
82.0 Hereditary origin, presumed	439	11.3	177	...	25	11	1	...	33	...	30	5	6	4	48	9	3	2	...	...	...	...	...
89.0 Prenatal origin, cause not specified	1383	35.8	617	...	29	13	2	...	37	9	201	37	14	31	203	16	17	7	1	...	...	...	...
ETIOLOGY UNDETERMINED OR NOT SPECIFIED	557	14.5	129	4	72	18	1	2	...	...	...	...	...	...	...	...	...	19	3	1	...	9	...
91.0 Unknown to science	114	3.0	93	2	72	18	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
92.0 Undetermined by physician	415	10.8	34	2	...	...	...	2	...	...	...	...	...	...	...	...	...	18	3	1	...	8	...
99.0 Not specified	28	0.7	2	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	1	...
				110	121	128	129	130	141	142	143	144	145	146	147	148	149	151	158	159	180	190	200

CAUSES OF BLINDNESS BY ETIOLOGY AND BY SITE AND TYPE OF AFFECTION	CORNEA	310 Keratitis, interstitial	320 Keratitis (keratoconjunctivitis), phlyctenular	330 Keratitis, ulcerative	340 Keratitis, not specified	350 Pannus	360 Ulceration and vascularization	380 Other affections of the cornea, specified	390 Affections of the cornea, not specified	IRIS AND CILIARY BODY	410 Iritis	420 Iridocyclitis and uveitis	430 Kerato-iritis	440 Sympathetic ophthalmitis	480 Other affections of iris and ciliary, specified	490 Affections of iris and ciliary, not specified	CRYSTALLINE LENS	510 Cataract	520 Dislocated lens	580 Other affections of the lens, specified	590 Affections of the lens, not specified
ALL CAUSES—BY ETIOLOGY No.	447	74	9	280	28	9	1	33	13	314	9	116	46	140	2	1	624	580	44	...	...
ALL CAUSES—BY ETIOLOGY %	11.5	1.9	0.2	7.3	0.7	0.2	(a)	0.9	0.3	8.1	0.2	3.0	1.2	3.7	(a)	(a)	16.2	15.0	1.2	...	...
INFECTIOUS DISEASES	361	66	4	265	11	9	1	...	5	109	6	61	39	1	1	1	8	8	...	...	...
11.0 Diphtheria	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
12.0 Gonorrhea (excluding O. N.)	13	...	...	13	...	...	...	...	...	1	...	1	...	...	...	...	...	...	...	...	...
13.0 Measles	8	...	...	8	...	...	...	...	...	6	...	4	2	...	...	...	...	...	...	...	...
14.0 Meningitis	1	...	...	1	...	...	...	...	...	15	1	12	...	...	1	1	3	3	...	...	...
15.1 Ophthalmia neonatorum—gonorrheal	52	...	...	52	...	...	...	...	...	7	...	...	7	...	...	...	...	...	...	...	...
15.2 Ophthalmia neonatorum—other types	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
15.9 Ophthalmia neonatorum—not specified	147	...	...	147	...	...	...	...	...	24	...	...	24	...	...	...	...	...	...	...	...
16.0 Scarlet fever	2	...	...	2	...	...	...	...	...	6	1	4	1	...	...	...	...	...	...	...	...
17.1 Septicemia—acute	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
17.2 Septicemia—chronic	...	...	...	...	...	...	...	...	...	4	...	4	...	...	...	...	...	...	...	...	...
17.9 Septicemia—not specified	...	...	...	...	...	...	...	...	...	3	...	3	...	...	...	...	...	...	...	...	...
18.0 Smallpox	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
19.1 Syphilis—prenatal	70	64	...	...	6	...	...	...	...	8	...	7	1	...	...	...	3	3	...	...	...
19.2 Syphilis—acquired after birth	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
19.9 Syphilis—not specified	1	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
20.0 Trachoma	22	...	...	7	...	9	1	...	5	...	...	...	...	...	...	...	...	...	...	...	...
21.0 Tuberculosis	6	...	4	2	...	...	...	...	...	2	1	1	...	...	...	...	...	...	...	...	...
22.0 Typhoid fever	2	...	...	1	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
27.0 Multiple infectious diseases	2	...	...	1	1	...	...	...	...	1	...	1	...	...	...	...	1	1	...	...	...
28.0 Other infectious diseases, specified	4	...	...	4	...	...	...	...	...	4	2	2	...	...	...	...	1	1	...	...	...
29.0 Infectious diseases, not specified	31	1	...	27	3	...	...	...	...	28	1	22	4	1	...	...	...	...	...	...	...
TRAUMA (including chemical burns)	23	...	...	2	...	...	...	20	1	154	...	17	...	136	1	...	22	22	...	...	...
Non-occupational activities																					
31.0 Birth processes	2	...	...	...	...	...	...	2	...	2	...	1	...	1	...	...	3	3	...	...	...
32.0 Medical and surgical procedures	...	...	...	...	...	...	...	...	...	1	...	...	...	1	...	...	...	...	...	...	...
33.0 Play or sport	7	...	...	1	...	...	...	6	...	101	...	11	...	89	1	...	14	14	...	...	...
34.0 Household activities	3	...	...	...	...	...	...	3	...	4	...	...	...	4	...	...	1	1	...	...	...
35.0 Traffic and transportation	...	...	...	...	...	...	...	...	...	7	...	1	...	6	...	...	...	...	...	...	...
38.0 Other non-occupational activities, specified	...	...	...	...	...	...	...	...	...	1	...	...	...	1	...	...	...	...	...	...	...
39.0 Non-occupational activities, not specified	9	...	...	1	...	...	...	7	1	38	...	4	...	34	...	...	3	3	...	...	...
40.0 Occupational activities	2	...	...	...	...	...	...	2	...	...	...	...	...	...	...	...	...	...	...	...	...
49.0 Activities, not specified	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	1	...	...	...
POISONINGS	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	1	...	...	...
51.0 Non-occupational activities	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	1	...	...	...
52.0 Occupational activities	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
59.0 Activities, not specified	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
NEOPLASMS (all types) (69.0)	...	...	...	...	...	...	...	...	...	1	...	...	...	1	...	...	...	...	...	...	...
GENERAL DISEASES (not elsewhere classified)	10	...	3	...	1	...	...	6	...	...	...	...	...	...	...	...	2	2	...	...	...
71.0 Anemia and other blood diseases	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
72.0 Diabetes	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	1	...	...	...
73.0 Nephritis and other kidney diseases	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
74.0 Vascular diseases	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
75.0 Diseases of the central nervous system	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
76.0 Diseases of pregnancy and childbirth	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
77.0 Nutritional deficiency	9	...	3	...	...	...	...	6	...	...	...	...	...	...	...	...	1	1	...	...	...
78.0 Other general diseases, specified	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
79.0 General diseases, not specified	1	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
PRENATAL ORIGIN (not elsewhere classified)	3	...	...	...	...	...	...	2	1	4	...	4	...	...	...	...	572	532	40	...	...
81.0 Hereditary origin, established	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	31	29	2	...	...
82.0 Hereditary origin, presumed	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	130	113	17	...	...
89.0 Prenatal origin, cause not specified	3	...	...	...	...	...	...	2	1	4	...	4	...	...	...	...	411	390	21	...	...
ETIOLOGY UNDETERMINED OR NOT SPECIFIED	50	8	2	13	16	...	...	5	6	46	3	34	7	2	...	...	19	15	4	...	...
91.0 Unknown to science	1	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...
92.0 Undetermined by physician	43	8	2	13	14	...	...	4	2	46	3	34	7	2	...	...	19	15	4	...	...
99.0 Not specified	6	...	...	...	2	...	...	...	4	...	...	...	...	...	...	...	...	...	...	...	...
		310	320	330	340	350	360	380	390		410	420	430	440	480	490		510	520	580	590

CAUSES OF BLINDNESS BY ETIOLOGY AND BY SITE AND TYPE OF AFFECTION	CHOROID AND RETINA	610 Choroiditis	620 Retinitis	630 Chorioretinitis	640 Detached retina	650 Retinal hemorrhage	660 Retinal degeneration (including pigmentosa)	670 Arteriosclerotic disease of choroid and retina	680 Other affections of choroid and retina, specified	690 Affections of choroid and retina, not specified	OPTIC NERVE, VISUAL PATHWAY, AND CORTICAL VISUAL CENTERS	710 Optic nerve atrophy	720 Optic neuritis (papillitis)	730 Papilledema (choked disc)	740 Neuroretinitis	750 Retrobulbar and intra-cranial lesions	780 Other affections of the optic nerve, specified	790 Affections of the optic nerve, not specified	800 VITREOUS (EXCLUDING SEQUELAE OF KNOWN OCULAR DISEASE)	MISCELLANEOUS AND ILL-DEFINED	910 Amblyopia, undefined	980 Other misc. and ill-defined lesions, specified	990 Lesions, not specified	
ALL CAUSES—BY ETIOLOGY No.	444	70	21	172	20	5	143	...	12	1	683	524	16	...	57	81	4	1	1	108	63	7	38	
ALL CAUSES—BY ETIOLOGY %	11.5	1.8	0.6	4.5	0.5	0.1	3.7	...	0.3	(a)	17.7	13.6	0.4	...	1.5	2.1	0.1	(a)	(a)	2.8	1.6	0.2	1.0	
INFECTIOUS DISEASES	77	19	3	50	1	1	3	...	...	...	146	127	4	...	12	3	...	...	1	10	1	...	9	
11.0 Diphtheria	1	...	...	...	1	...	...	...	...	...	1	...	...	...	1	...	...	...	...	...	...	...	...	11.0
12.0 Gonorrhea (excluding O. N.)	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	12.0
13.0 Measles	4	...	...	3	...	1	...	...	...	...	3	2	1	...	...	...	...	...	...	...	...	...	...	13.0
14.0 Meningitis	2	1	...	...	...	...	1	...	...	...	29	27	2	...	...	...	...	...	...	1	...	...	1	14.0
15.1 Ophthalmia neonatorum—gonorrheal	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...	1	15.1
15.2 Ophthalmia neonatorum—other types	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	15.2
15.9 Ophthalmia neonatorum—not specified	...	...	...	...	...	...	...	...	...	...	2	2	...	...	...	...	...	...	...	1	...	...	1	15.9
16.0 Scarlet fever	2	1	...	1	...	...	...	...	...	...	5	5	...	...	...	...	...	...	...	1	...	...	1	16.0
17.1 Septicemia—acute	...	...	...	...	...	...	...	...	...	...	4	4	...	...	...	...	...	...	...	...	...	...	...	17.1
17.2 Septicemia—chronic	1	...	...	1	...	...	...	...	...	...	2	2	...	...	...	...	...	...	...	...	...	...	...	17.2
17.9 Septicemia—not specified	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	1	...	...	...	...	...	...	...	17.9
18.0 Smallpox	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...	1	18.0
19.1 Syphilis—prenatal	27	6	1	19	...	...	1	...	...	...	61	59	...	...	2	...	...	...	...	3	1	...	2	19.1
19.2 Syphilis—acquired after birth	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	19.2
19.9 Syphilis—not specified	1	...	...	1	...	...	...	...	...	...	6	6	...	...	...	...	...	...	...	1	...	...	1	19.9
20.0 Trachoma	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	20.0
21.0 Tuberculosis	5	...	1	3	...	...	1	...	...	...	1	1	...	...	...	...	...	...	...	...	...	...	...	21.0
22.0 Typhoid fever	...	...	...	...	...	...	...	...	...	...	1	1	...	...	...	...	...	...	...	...	...	...	...	22.0
27.0 Multiple infectious diseases	...	...	...	...	...	...	...	...	...	...	3	3	...	...	...	...	...	...	...	...	...	...	...	27.0
28.0 Other infectious diseases, specified	2	1	...	1	...	...	...	...	...	...	7	4	1	...	...	2	...	...	1	1	...	...	1	28.0
29.0 Infectious diseases, not specified	32	10	1	21	...	...	...	...	...	...	20	11	...	...	9	...	...	...	...	...	...	...	...	29.0
TRAUMA (including chemical burns)	11	...	...	...	7	2	1	...	1	...	55	51	2	...	1	...	1	...	...	6	2	1	3	
Non-occupational activities																								
31.0 Birth processes	1	...	...	...	...	1	...	...	...	...	17	16	...	...	1	...	...	...	...	1	1	...	...	31.0
32.0 Medical and surgical procedures	...	...	...	...	...	...	...	...	...	...	2	2	...	...	...	...	...	...	...	...	...	...	...	32.0
33.0 Play or sport	5	...	...	...	3	...	1	...	1	...	12	11	1	...	...	...	...	...	...	2	...	1	1	33.0
34.0 Household activities	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	34.0
35.0 Traffic and transportation	2	...	...	...	2	...	...	...	...	...	12	10	1	...	...	...	1	...	...	2	1	...	1	35.0
38.0 Other non-occupational activities, specified	...	...	...	...	...	...	...	...	...	...	2	2	...	...	...	...	...	...	...	...	...	...	...	38.0
39.0 Non-occupational activities, not specified	3	...	...	...	2	1	...	...	...	...	10	10	...	...	...	...	...	...	...	1	...	...	1	39.0
40.0 Occupational activities	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	40.0
49.0 Activities, not specified	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	49.0
POISONINGS	...	...	...	...	...	...	...	...	...	...	1	1	...	...	...	...	...	...	...	...	...	...	...	
51.0 Non-occupational activities	...	...	...	...	...	...	...	...	...	...	1	1	...	...	...	...	...	...	...	...	...	...	...	51.0
52.0 Occupational activities	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	52.0
59.0 Activities, not specified	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	59.0
NEOPLASMS (all types) (69.0)	10	...	...	...	1	...	...	...	9	...	71	4	...	...	...	64	3	...	...	...	...	...	...	69.0
GENERAL DISEASES (not elsewhere classified)	8	...	...	3	...	1	3	...	1	...	36	28	1	...	...	7	...	...	...	5	5	...	...	
71.0 Anemia and other blood diseases	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	71.0
72.0 Diabetes	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	72.0
73.0 Nephritis and other kidney diseases	1	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	73.0
74.0 Vascular diseases	2	...	...	...	...	1	...	...	1	...	2	1	...	...	...	1	...	...	...	...	...	...	...	74.0
75.0 Diseases of the central nervous system	2	...	...	1	...	...	1	...	...	...	25	18	1	...	...	6	...	...	...	4	4	...	...	75.0
76.0 Diseases of pregnancy and childbirth	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	76.0
77.0 Nutritional deficiency	...	...	...	...	...	...	...	...	...	...	1	1	...	...	...	...	...	...	...	...	...	...	...	77.0
78.0 Other general diseases, specified	2	...	...	...	...	...	2	...	...	...	6	6	...	...	...	...	...	...	...	...	...	...	...	78.0
79.0 General diseases, not specified	1	...	...	1	...	...	...	...	...	...	2	2	...	...	...	...	...	...	...	1	1	...	...	79.0
PRENATAL ORIGIN (not elsewhere classified)	204	26	8	58	2	...	108	...	1	1	226	194	2	...	26	3	...	1	...	56	48	2	6	
81.0 Hereditary origin, established	3	...	...	...	...	...	2	...	1	...	1	1	...	...	...	...	...	...	...	2	2	...	...	81.0
82.0 Hereditary origin, presumed	54	...	...	...	2	...	52	...	...	...	65	47	1	...	16	1	...	...	...	13	12	...	1	82.0
89.0 Prenatal origin, cause not specified	147	26	8	58	...	...	54	...	...	1	160	146	1	...	10	2	...	1	...	41	34	2	5	89.0
ETIOLOGY UNDETERMINED OR NOT SPECIFIED	134	25	10	61	9	1	28	...	...	...	148	119	7	...	18	4	...	...	...	31	7	4	20	
91.0 Unknown to science	20	...	...	...	...	...	20	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	91.0
92.0 Undetermined by physician	114	25	10	61	9	1	8	...	...	...	148	119	7	...	18	4	...	...	...	11	7	3	1	92.0
99.0 Not specified	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	20	...	1	19	99.0
		610	620	630	640	650	660	670	680	690		710	720	730	740	750	780	790	800		910	980	990	

(a) Less than one-tenth of one percent.

TABLE III. DISTRIBUTION BY AMOUNT OF VISION REMAINING

VISION GROUP	NO. OF PUPILS	PER CENT OF TOTAL PUPILS
All schools—Total	*3,868*	*100.0*
Group 0 (Absolute blindness)	754	19.5
Group 1 (Light perception [and/or projection] only)	658	17.0
Group 2 (Motion perception and form perception up to but not including 5/200, or up to "counts fingers at 3 feet")	673	17.4
Group 3 (5/200 but not 10/200 or "counts fingers at 3 feet but not at 10 feet")	515	13.3
Group 4 (10/200 but not 20/200)	392	10.1
Group 5 (20/200)	393	10.2
Group 6 (Better than 20/200 but having peripheral vision limited to 20° or less in the widest diameter)	....	....
Group 7 (Better than 20/200 but having limitation of peripheral vision in which the widest diameter is greater than 20°)	6	0.2
Group 8 (Better than 20/200 but having limitation of peripheral vision, the amount of which is unknown)	....	....
Group 9 (Better than 20/200 up to 20/70 and no limitation of peripheral vision)	275	7.1
Group 11 (Better than 20/70 and no limitation of peripheral vision)	144	3.7
Group 12 (Vision not reported)	58	1.5

TABLE IV. AGE DISTRIBUTION

AGE ON LAST BIRTHDAY (a)	NO. OF PUPILS	PER CENT OF TOTAL PUPILS
All ages—Total	*3,868*	*100.0*
Under 5 years	1	(b)
5 to 9 years	677	17.5
10 to 14 years	1,408	36.4
15 to 19 years	1,367	35.3
20 years and over	394	10.2
Age not reported	21	0.6

(a) As of December 31, 1938.
(b) Less than one-tenth of 1 per cent.

TABLE V. AGE AT ONSET OF BLINDNESS

AGE GROUP		NO. OF PUPILS	PER CENT OF TOTAL PUPILS
All ages—Total		*3,868*	*100.0*
Born blind		1,690	43.7
Under 5 years		1,132	29.2
Under 1 year	676	17.5	
1 year	121	3.1	
2 years	128	3.3	
3 years	116	3.0	
4 years	91	2.3	
5 to 9 years		448	11.6
10 to 14 years		203	5.3
15 to 19 years		64	1.7
20 years and over		19	0.4
Age at onset of blindness not reported		168	4.4
Not blind		144	3.7

particular advantage to be gained in calling attention to the cases of unknown etiology, in reality this item is very significant. It is true that the examining ophthalmologist of a school for the blind, seeing a child for the first time long after blindness has occurred, may be able to state only the site and type of affection, not its cause. It is probably equally true, however, that if the same child had been seen earlier, when the eye condition was in its incipient stage, the chance that the physician might have determined the cause, and given effective medical care to prevent blindness, would have been good. The figures therefore present a strong argument in favor of adequate health supervision and case-finding procedures. They also suggest that examining ophthalmologists be urged to give special attention to the study of the history of each individual case, so that its etiology may be determined, and that school authorities should put more emphasis on assembling essential information for the consideration of the examiner.

An analysis of our data by type of affection will undoubtedly lead the ophthalmologist to speculate on the proportion of certain groups that might be susceptible to corrective surgical, medical, or mechanical (glasses) treatment. Although no information on the extent of previous medical care has been assembled for this study, the fact that there are many children for whom the examining ophthalmologists have recommended treatment, but who nevertheless continue on the school rolls years after year, suggests the need for more adequate provision for corrective medical service for this group of children. Furthermore, it would be desirable for child health and welfare agencies to make such services available before school age when corrective care offers more hope of success. To make these services more effective, the use of medical social workers and public health nurses to do follow-up work with the parents would be desirable, especially in problem cases involving pre-operative or post-operative supervision or when the increase of familial syphilis or hereditary blindness is to be prevented. If, for instance, a worker in touch with the parents of a child with congenital cataract appreciated the importance of early operative treatment, this need could be interpreted to the parents and the child placed under expert ophthalmological care, so that he would not be unnecessarily subjected to training as a blind child.

The school ophthalmologists and school superintendents who are contributing to this statistical project are to be congratulated on the fine spirit of co-operation they have shown. The Committee believes, however, that they will be the first to admit that what we have done is not enough. Both examinations and the recording of the findings should be much more complete. We have only begun to force our way into this storehouse of invaluable knowledge. But more important still, we have only begun to see the significance of the eye examination findings as a basis for action. It is not enough to state the facts or to allow the recommendations to degenerate into mere wishful thinking. These data can and should be used as a basis for a really adequate service program.

HOME TEACHING IN WASHINGTON STATE[1]

By Gwen Hardin

In the present-day world, attuned to the visual, eyesight might well be considered one of the most important bodily functions. This does not mean that if a person is deprived of his eyesight he cannot live a normal life. It is necessary, however, for such a person to be educated by special methods or to be re-trained and re-educated. Instead of using the eyes blind people must learn to use their fingers and to depend more upon their other senses.

None of us realizes how much we depend upon our eyes until we have lost that eyesight. The first reaction in losing sight is a panicky feeling of inability to cope with life. It is the responsibility of the home teacher of the blind to help in the important adjustment to normal living.

It is particularly important for a newly blinded person to have the services of a home teacher before he acquires "rocking-chairitis." It is equally important that the family be helped to realize the capacities of a blind baby or young blind child in a home so that such a child will have the advantage of normal development. The responsibility of the home teacher for the blind is to give to blind people and to their families and associates a realization of the capabilities of the blind. Just because a person loses his eyesight does not mean that he need become an individual apart. He has the same mental capabilities and physical reactions as if sighted, and, in order to have a happy, normal, successful life, he must be helped to realize this.

Through experience in the state of Washington it has been found that home teachers who themselves are blind are much more successful in convincing people that they can go about their normal, day-by-day tasks without the aid of eyesight. In addition to teaching the reading and writing of braille or the reading of Moon type, the home teacher must be able to teach typing. It is very important that a blind person be able to communicate in writing with sighted friends and relatives. It is the responsibility of the home teacher to teach blind persons how to get about by themselves, and how to walk so that they do not have so many blind mannerisms that they attract attention when they go out. Many blind people do not feel that they can even dress themselves. This is another responsibility of the home teacher.

One particularly interesting example of the home teacher's opportunity to assist a person in adjusting to his situation is that of an eighteen-year-old boy, who, because of the added handicap of fairly frequent epileptic seizures, could not attend a school for the blind. He had been cared for with what the family considered extreme solicitation and loving kindness. When he was ready to get up in the morning, some member of the family dressed him, washed his face and combed his hair, and led him to a chair. Whenever he wanted to move, in anything he wanted to do, he was helped by some member of the family. With three younger brothers and a sister, his mother was literally worn out because of this added family burden. Well-meaning friends had tried to encourage the family to put the boy in an institution, saying that the mother could not stand up under the heavy day-by-day strain.

The home teacher working in that community heard of the family, and when she

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[1] A paper presented at a meeting on Prevention and Social Treatment of Blindness, National Conference of Social Work, 1939.

left six months later, this same boy was sweeping the porches and walks, making the beds, washing and wiping the dishes, preparing the vegetables, and amusing his young sister so that his mother would have less responsibility. He had learned to read enough so that he could continue with the help of his family until the home teacher returned to that county.

One of the most interesting sessions was an evening spent with the father teaching the father to teach the boy to shave himself. When the home teacher left the community, the mother said to her that there had been times when she felt the burden was almost more than she could carry, but now, instead of having a burden in the home, she had a mother's helper.

A home teacher should be all that the word implies. She should be able to teach people to carry on with the ordinary duties within the home. This means that there is a responsibility in teaching a blind person to keep an orderly house, to entertain at tea in the afternoon, to cook, bake, can, wash and iron, do the mending and all the other duties that are required in a well-ordered home if these tasks would be the ordinary, everyday tasks of the person if he were sighted.

One particularly interesting experience of a home teacher was with a woman who, when she lost her eyesight, just sat down. Her husband, who was a laborer, got up in the morning, helped his wife dress, prepared her breakfast, packed his lunch and arranged so that she would be comfortable through the day. At the end of the day he did the marketing, came home, and prepared dinner. After he had the dishes washed, he cleaned up the house, took his wife for a little walk and finally was so tired out that he could scarcely crawl into bed. This woman was very sure that there was nothing that a home teacher could do to help her. After a few visits, she became interested in some special dishes the home teacher told her about, and decided to see if perhaps she could still cook. Soon this woman was doing the cooking. She learned to clean the house, to pack her husband's lunch. Several months later, when the home teacher left for another community, the woman's parting remark was that she enjoyed her being around so much that she hoped that the home teacher would come back soon to that county. She was sure she would then make up her mind to take some lessons from the home teacher!

It is often necessary for the home teacher to do her teaching without the person realizing that he is being taught. The mere fact that a home teacher has come in to teach a blind person to do some task or carry on when he has made up his mind that he can't, causes a block so that teaching is almost impossible. The home teachers must be sufficiently tactful and diplomatic so that a great deal of their teaching does not appear to be teaching at all. Because the home teacher was available to this woman she is today enjoying normal living, and that is considered the major responsibility of the home teacher in the state of Washington.

"All work and no play" is no better for the blind person than it is for "Jack." A person must learn to do some handiwork—be able to make gifts for relatives and friends, to have something to fill up the spare hours in the day. A blind person must learn to play. To the home teacher in the state of Washington it is important to teach a blind person to play checkers, dominoes, or cards, or to go fishing so that he can fit into the same group of friends in which he would if sighted. There is no reason for a woman to drop out of the neighborhood bridge club because she loses her eyesight. It is often necessary for a home teacher to demonstrate to these neighboring women that the inclusion of a blind person does not take away any pleasure from their own game. In fact, they learn she sometimes leaves the bridge party with the prize.

That the home teacher may be effective in fitting blind persons back into the normal community life, she herself must fit into the community life as a living demonstration of the fact that a blind person is a normal human being, capable of the same day-by-day living and the same pleasures and emotions as the other 99 9/10 per cent of our population. National statistics tell us one-tenth of 1 per cent of the population are blind.

A home teacher working in one of our counties had commented to a group of men that Mr. Jones, who had lost his eyesight in an accident, missed fishing more than anything else, and suggested to one of the men how fine it would be if they included Mr. Jones on their fishing trips again. Mr. Jones could get in and out of a car without any difficulty, he could walk about, and she thought they would find that he was just as much fun as he had ever been. "How can Mr. Jones fish when he is blind?" the man asked. The home teacher's reply was, "Well, I am not a fisherman so I may be mistaken, but do you get behind a bush and put your hook in the water and watch to snag the fish when it comes along?" The man laughingly answered, "No, you get your hook in the water and then you wait for the fish to find it." She said, "Then, why is eyesight essential for fishing?" The man replied, "Don't you understand, he might fall in." The home teacher's reply was, "Well, I don't suppose he ever fell in when he had his eyesight. I have fallen in the water and it wasn't my eyes that helped me out. It was my legs and my arms." The next week-end Mr. Jones went fishing with his old buddies and has been going fishing with them ever since.

Emphasis cannot be placed too often on the fact that the major responsibility of the home teacher is to educate people so that they will let the blind person live a normal life. The home teacher also has an opportunity to help blind people adjust their views so that they have a desire to be included in a vocational rehabilitation program, and have the courage to take up training in such a program toward the end that they can become self-supporting individuals. This does not mean that the home teacher herself attempts training in any line of handicraft of a commercial value, but that she prepares a blind person, who is otherwise employable, in attitude, and then refers him to the vocational aid and training program within the Division for the Blind. Many people could teach braille, typing, or handiwork, but the home teachers of the blind use these as means toward their real goal which is to teach the person who is blind to live a happy, normal, worth-while life in his community.

The home teacher's responsibility is great. Adjusting people to life so that the most can be gained in constructive living for the individual himself, his family, and his community, is not a simple task. Home teachers of the blind must be carefully chosen. They should be well adjusted themselves and have ability to understand and work with people. Special training before employment, if possible, and through "in-service" opportunities afterwards, is necessary if home teachers are to accomplish the work assigned to them. The enjoyment of normal everyday living for every blind person in the state of Washington is the goal of the home teaching staff in our state.

NEW YORK STATE FEDERATION OF WORKERS FOR THE BLIND

By Peter J. Salmon

The Place—Syracuse
The Time—November 1 and 2
The Occasion—Annual gathering of the members and friends of the New York State Federation of Workers for the Blind. And it really was an occasion to be remembered. Not only was there a splendid attendance, with practically every section of the state represented, but the program was replete with interesting and instructive talks and discussions.

Oh yes, there it is—in an inconspicuous place in the program, the name of the program chairman, Miss M. Sidney of the Brooklyn Bureau of Charities, repeating again this year her splendid performance of a year ago. Mrs. Mary K. DeWitt, the Federation's president, (Blind Work Association, Binghamton) and Mrs. Bertha M. Armstrong, Secretary, associate program director and hostess—two other reasons why the program went off so well.

After a greeting and warm welcome by Dr. Searle B. Marlow, President of the Syracuse Association for the Blind, the meeting got off to a fine start with an open session of the State-wide Committee on Blind Assistance, presided over by Mr. Fred Schumacher of the State Department of Social Welfare. In addition to the Committee which has representatives from the Federation, the Greater New York Council of Agencies for the Blind, and the State Department of Social Welfare, a number of other welfare department representatives, state and local, were present to contribute their share to the program. Interesting discussions were held on the recent developments in the field of Blind Assistance, with marked progress shown all along the line. The State's medical program for those on assistance was reviewed and the difficult question of *resources* discussed. A representative from the WPA presented the program and some of the problems of his department with respect to the handicapped, with particular emphasis on the recent amendment making it possible for blind persons on Blind Assistance to obtain jobs on WPA if they are otherwise qualified.

The luncheon was devoted not only to the eating of good food, but to an enjoyable social time with the Syracuse Lions Club. The luncheon was presided over by Dr. H. G. Weiskotten and the invocation given by Rev. H. H. Downey. As Miss Harper was called away to Albany and so could not keep her date to speak on this occasion—coming back all the way, however, Saturday morning to do so—a substitute program was quickly arranged by the alert and resourceful program chairman. This consisted of a roll call of agencies for the blind in the state consisting of a two-minute report on some of the phases of the work of each of these agencies which were new or different.

Two Round Tables, running simultaneously, took up the afternoon. The one, headed by former Federation President, Mr. A. E. Septinelli, with Mr. C. L. Broun, of the Bureau of Services for the Blind, as associate. As Mr. Septinelli represents a private agency (the New York Association for the Blind) and Mr. Broun, a state agency, it was possible to get a well-rounded view and discussion of placement program and problems.

The other Round Table on workshops for the blind, was ably presided over by Miss M.

Roberta Townsend, with Mr. C. C. Kleber, General Manager of National Industries for the Blind as the associate. A lively discussion was entered into by the large group attending this session, with most of the questions centering around N.I.B. and the Government program. It was quite clear from the trend of the discussion that workers for the blind are realizing that the shops must put capable blind persons on a productive basis, with separate arrangements if possible for the purely occupational therapy program.

With just time allowed to freshen up for dinner, the group assembled again for a banquet, augmented by additional guests. Music was furnished by a trio, Dunbar Center, and general singing with Mr. Albert Muench leading. The banquet was presided over by Rev. Edwin T. Dahlberg and Rev. Father F. Gannon Ryan gave the invocation. The guest speaker was the noted commentator, Mr. E. R. Vadeboncoeur, who did a very interesting and unique thing. He took up-to-the-minute news flashes, following each of these up with an amazing wealth of background material, and, when he concluded, he had given an up-to-the-minute resumé of the war situation.

The Saturday morning session was presided over by Mr. Peter J. Salmon (Industrial Home for the Blind). As Miss Lucille Hart (Catholic Charities, New York City) was unable to attend, her paper was read by Miss Sidney. Miss Hart, who is Chairman of the Legislative Committee of the Greater New York Council of Agencies for the Blind, discussed "Legislation Affecting the Blind—From the State Viewpoint."

Mr. Robert B. Irwin, Executive Director of the American Foundation for the Blind, spoke from first-hand knowledge on "National Legislation Affecting the Blind." He discussed legislation affecting Social Security; the WPA Amendment (referred to previously) whereby blind persons may now go on WPA directly if otherwise qualified; Talking Book appropriations and the Talking Book Project itself; the Randolph-Sheppard Act; and the McNary Pension Bill. Mr. Irwin invited and received a number of questions from the audience. Miss Grace Harper, Director, Bureau of Services for the Blind, unwilling to disappoint her audience, had made the journey back from Albany, and spoke to the group on "Objectives in Home Work." Miss Harper pointed out that the Bureau of Services for the Blind had been discussing and surveying this whole question of home work. From the review made, Miss Harper pointed out the necessity for a careful evaluation of the basis on which home work is provided—in the past, emphasis had been on giving home work to every possible blind person in his home without much thought as to whether the home work was actually needed or even desirable. There is as much need to be selective in this area as in any other phase of work for the blind. The topic is one which undoubtedly will receive much more attention in the future, and Miss Harper's presentation was most timely.

A luncheon meeting concluded the Conference, at which Mrs. Mary K. DeWitt presided. Invocation was given by Rabbi Benjamin Friedman. The guest speaker was an alert, capable blind person, a graduate student at the University of Syracuse, Mr. Francis Affleck. His subject, "It's a Step to Society," was presented in an intriguing manner, notwithstanding the fact that Mr. Affleck delivered some quick and telling punches to the blind who are blind in manner as well as in sight. The seeing came in for a "spot" or two, but largely by indirection, as most of the responsibility for acceptance in the world of the seeing was placed on the doorstep of the blind themselves.

Officers elected were: Mr. Charles A. Grover, Albany, President; Miss Edna Stainton, Buffalo, Vice-president; Mrs. Bertha M. Armstrong, Syracuse, Secretary; Miss Helen C. McBride, Utica, Treasurer; Mr. John Hassey, Rochester; Miss Theresa Wood, Brooklyn, and Mr. William Gorse, New York, Delegates-at-large.

TRAINING TEACHERS OF THE BLIND

The Perkins Special Methods Course

By Genevieve M. Haven

A group of young men and women, chiefly recent graduates of colleges of the first rank, comes to Perkins Institution every year to enter upon a full time schedule of the theory and practice of educating blind youth. These students in training meet together five mornings a week in a pleasant classroom all their own for a conference with the conductor of the course, who gives all her time to their guidance. First in the public schools, and later at Perkins, she has had long experience in teaching, keeping up her studies the while by earning at the Harvard Graduate School, the degree of Master of Education.

What ideas and experiences are set forth for the consideration of a class of teachers in training for the guidance of boys and girls visually handicapped? The year 1938-39 will serve very well to illustrate the nature of the work.

First of all, there is the fact to reflect upon that home conditions have a direct influence upon the school life of children. And so we call in the home visitor who makes plain her mission of friendly counsel and aid to the family, and of making the school better understood. She tells how important it is for her to know the physical condition of the children so well that she can advise parents wisely in regard to the needs of their blind boys or girls.

The psychologist and psychometrist acquaint the students of the course with the results of testing the general intelligence of pupils at Perkins. Impersonal pictures such as graphs show clearly that a few of the pupils are low in intelligence, and a few superior, but that the majority are average. A demonstration of how to give an intelligence test is followed by advice regarding precautions to be taken in forming judgments from test results, and a matter of almost equal importance with intelligence in respect to success in life is stressed: that of possessing pleasing personal characteristics.

As soon as students have gained fundamental knowledge of our children from conference with home visitor, psychologist, and psychometrist, the classroom teachers tell of their methods, problems, and achievements.

The kindergarten teacher bringing with her samples of work accomplished by the children outlines her aims. She begins by reading her paper that no important aim may be forgotten, but soon she is telling the class of adventures that in the course of the year widen the child's experience; of difficulties faced squarely with some child handicapped by more than blindness.

The elementary school teachers talk of methods of teaching reading and arithmetic—subjects not at all dry when treated by those who have studied for years with interest the results to be desired and the best way to bring them about. The hour when children of the second grade read braille, showing their enthusiasm for the story by their clear eager voices, is one of pleasure; to learn what the blind child's lines of strength in arithmetic are, and to listen to an account of his finding the meaning of it through experience which demands its use—such knowledge is valuable stock in trade for the cadet teacher.

There is something of importance to be said

about the use of the radio in the classroom, and the conducting of field trips as an educational aid. These are discussed by one who makes regular use of them with the children of the sixth grade.

The principal of the elementary department of a private school in Cambridge, adviser in regard to progressive methods in the Lower School at Perkins, gives to our teachers-in-training a picture of the plan of education in her school, and sends two or three of her teachers to tell more in detail of the work achieved.

Of course the subject of recreation looms large. The teacher who guides it among the little folks speaks of the blind child's learning to play. Our leader of the Boy Scouts presents his experience in planning and trying out a program. The adaptations he has found necessary are interesting to know.

After five weeks, consideration of the kindergarten and elementary school gives way to the junior and senior high school departments.

The physical training teacher of the girls explains the program found advisable for them, emphasizing the most popular sports: bowling and swimming, for example. The problem of encouraging the pupils who are totally blind to seek outdoor pleasures voluntarily is brought up for discussion.

Teachers of English explain how they lead their pupils into enthusiasm for reading and satisfy their love of dramatics. This is the time for the story of the making of a school publication and an estimate of its value in developing literary and other abilities. The need of resourcefulness on the part of pupils gathering information for talks and written compositions is given careful attention. How teach them to get facts without undue reliance upon others? The part that braille plays in achieving the independence of blind students is shown by convincing demonstrations of those who have a mastery of it. The value of the Talking Book as a time-saver and an interpreter is made evident with very little proof, as well as the importance of keeping the Talking Book machine in proper working order.

The head of the music department tells of the important place this art has always had at Perkins, and answers the questions of the class regarding modern tendencies in music and their influence upon training in the subject.

Another person bringing us rich experience is the superintendent of grounds at Perkins, who discusses the possibilities of gardening for the blind.

Teachers of geography, history, mathematics, science, and commercial subjects, demonstrate in their classrooms their methods general and special. Last year two boys without sight made a map of Asia while the students of Special Methods looked on. Seated before a board painted white, using a strip of plasticine, these boys outlined the coast of the continent and its islands.

In the science laboratory, enthusiasm is always expressed by prospective teachers over the inexpensive apparatus made tangible for pupils without sight. And the time spent in the typewriting room where pupils demonstrate how they learn to type, what degree of speed and efficiency they can acquire on the shorthand machine, and with the Ediphone, is always satisfying.

The vocational department also offers opportunity for inspection of its achievements. In addition, its teachers give definite instruction to Harvard Course students, who from the beginning of the year are urged to enter classes. Weaving, arts and crafts, and basketry, are favorite subjects. If students show aptitude for their work, they often give assistance in the classes of the regular teachers of the department. Our foreign students especially wish to observe classes in home economics. Afternoon teas prepared by pupils living in Bennett, the practice cottage, make pleasant social occasions.

We ask the prospective teachers to take lessons in square-hand or pencil writing, the special method pursued as far back as the days of Laura Bridgman, and continuing in unbroken tradition through the present year. However impossible it may be for a seeing person to apprehend what it is to be blind, it is good, we believe, for the person with sight to imagine the situation of blindness as best he can, by doing something in the way blind students are taught to go about it. Accordingly, after hearing an expert teacher of the subject tell the story of its successful pursuit at Perkins, the students of the Special Methods class take time during the term to learn the system called "square-hand," trying their best not to peek at their writing. After this experience, they are certainly more ready to teach the subject than they otherwise would be.

Since along with blindness often go other handicaps such as deafness, feeble-mindedness, speech and postural defects, the lectures of the course include those concerning the deaf-blind, the children of low mentality, and those with speech disorders. The explanation of the work attempted at Perkins to bring about correct posture is supplemented by visits on the part of the students either individually or in groups of two or three, to the rooms of the physiotherapy department where they may see pupils receiving corrective treatments.

Who is the good teacher? What are the results of teaching at Perkins Institution as revealed by the use of standard tests? These questions are discussed early in the course by the principal.

Knowledge is afforded also regarding the vocational guidance of blind pupils. The teacher of salesmanship tells of his classes. The guidance counsellor makes plain at a staff meeting to which student teachers are invited, his problems and his plans for solving them.

The Director of Perkins Institution tells how he acquaints the public with the abilities of blind boys and girls, and shows for the pleasure of the class the most recent picture of life at the school. Later the teachers in training are privileged to hear from him an account of his responsibilities as an executive, and on still another occasion to ask questions that have arisen during the students' year of study.

In addition to the full program of lectures and demonstrations, there is much opportunity for practice teaching. Teachers at Perkins receive students of the Special Methods course into their classes as observers, hold conferences with them regarding plans of study and class management, let them have actual teaching of the entire class or coaching of individual pupils in it. The time that teachers of the Perkins staff give to them varies greatly, but it is a generous amount. To quote the former conductor of the class, Miss Jessica Langworthy, "The course would lose its value, if the teachers were not willing to take these pupils into their classes, share with them their experiences, and tell them of their plans."

This Perkins course beginning in February brings into the foreground ways of education different from those common with boys and girls of normal vision. With emphasis upon the special, it is at the same time wide in its scope. Unless taken for credit toward a Master's degree, it is free. Education of the Blind is a half-course beginning in September, for which the fee is fifty dollars, payable on registration at the Harvard Graduate School of Education.

To be ready for these courses, go to college for the broad knowledge that should be the foundation of all special learning. With the Bachelor's degree in Arts or in Science, come to Perkins for a year of wide outlook upon the problems of the blind. If besides a college education you have had two or three years of experience in public school teaching you are all the more ready. Lack of vision

does not necessarily prevent admission; it all depends upon your having sponsors to aid you in getting a position after you have had this training.

Residence in the cottage families of Perkins Institution during the period of study is valuable experience. Correspondence regarding scholarships for living expenses at the school should be addressed to Dr. Gabriel Farrell, Director.

THE *BRAILLE BOOK REVIEW*

The *Braille Book Review; a Guide to Braille and Talking Book Publications,* issued monthly except September, is provided by the U. S. Government through the Library of Congress to blind readers upon request. Its purpose is to stimulate an interest in reading among those who read by touch or by touch and sound. It is the only magazine in America which covers this field. Each month the new books and magazines issued by American presses in either braille or talking Book form are announced in this magazine with descriptive book notes on each title. The hand-copied books added to the libraries for the blind are also announced as information of such additions becomes available. When space permits, short book reviews, brief articles of literary interest, and reading lists on special subjects are included.

The *Braille Book Review* was established by the New York Public Library through the Henry F. Homes fund, in co-operation with the American Braille Press, in Paris. The suggestion that such a magazine be established, a braille magazine following to some extent the pattern set by the *Book Review Digest,* had been made to several American presses but had failed to awaken interest. On the other hand the American Braille Press which had been founded during the first World War for the benefit of blinded soldiers of the Allies and which later extended its services to civilians, and was at this time publishing braille magazines in several European countries, welcomed the opportunity to co-operate in a similar service to the American blind.

An advance number was published in October, 1931. The first regular issue appeared in January, 1932. It was then a sixty-four-page magazine with a subscription charge of fifty cents. After two years the American Braille Press found it impossible to continue its financial support, and the New York Public Library took over the entire financial responsibility, dropped the subscription charge, and transferred the work of embossing the magazine to the American Printing House for the Blind, Louisville, Kentucky. Cost of production forced the Library to cut the magazine from sixty-four pages to its present size of twenty-four pages. This was in January, 1934.

The Federal Government through the Library of Congress began its financial aid with the April, 1934 issue, on the bases of five hundred copies monthly. This number has been increased several times, and today the government meets the publication costs of all but a few hundred copies of the magazine which are still being financed by the New York Public Library during this transition period. In the near future the entire edition will be provided by the Library of Congress.

For some years the New York Public Library supplied mimeographed copies of the "Book Announcements" section of this magazine to all libraries for the blind. About two years ago the Library found it impossible to continue this service. In June, 1940, the American Foundation for the Blind undertook to supply mimeographed copies of the complete magazine not only to all libraries for the blind but to the schools as well. At present the magazine is being published through a co-operative agreement among the Library of Congress, the New York Public Library, the American Foundation for the Blind, and the American Printing House for the Blind.

LUCY A. GOLDTHWAITE.

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EDITOR'S PAGE

A DISTINCTION IN TERMS

Two terms have been used to designate the body of facts established by psychological research in the field of the blind: "psychology of the blind" and "psychology of blindness." The question of which one should be adopted uniformly has been the topic of much discussion. Personal opinions, apologetic or prejudiced, have played an important rôle in it, more important, indeed, than the objective approach on the basis of psychological facts and logical deliberations.

Psychology has been defined variously as the "branch of science which investigates mental phenomena or mental operations," or as the "science of the activities of the individual." Whenever an adjective or object is used in connection with the noun "psychology" ("experimental psychology," "psychology of learning"), it indicates that a special field with conditions, structure, and laws of its own has had to be circumscribed and isolated.

If we speak about a "psychology of the blind," we imply that the blind are psychologically a more or less homogeneous group with certain psycho-physical abilities and defects, which are supposed to be characteristic of the blind alone and a necessary effect of their lack of sight. The blind are thereby set apart from the seeing by assuming, either that they show certain characteristics which cannot be found in the latter at all, or that they must necessarily and inescapably follow certain patterns of behavior and reaction justifying such an isolation. With regard to the first assumption, research in the problems of blindness has not indicated any specific characteristics exclusively limited to blind individuals. There are, however, certain characteristics which may be found in the blind but which are in no way either limited to them alone or necessarily present in every blind individual.

The only exceptions to this statement are with regard to tactual perception of space—space broadly interpreted as including everything extending into three dimensions—and lack of color perception. Space perception of the blind as a perception *sui generis* and in this branch of psychology it seems perfectly justified to use the modifying phrase "of the blind." In all other fields, blind individuals show only such reactions and behavior as may also be found in the seeing. In the latter case, they may result from any number of causes, while, in the former, blindness may actually be the dominating source. But in both groups, any number or any combination of behavior, reactions, and attitudes is possible, and none is inevitable or of necessity present.

Blindness can therefore be regarded as the psychological factor determining certain variations and modifications in reactions and traits which may or may not occur in blind individuals. By using the term "psychology of the blind," we are ignoring the facts which have been established by psychological research as well as doing injustice to the blind by supporting a general tendency for separation which has had most disadvantageous social effects in the past. The term "psychology of blindness" does not include any assumption that the blind are a special group and leaves the scientific interpretation of the activities of the blind individual without any predetermined classification.

BERTHOLD LOWENFELD.

APPOINTMENTS

VIRGINIA SUPERINTENDENT

Mr. William M. Whitehead has been appointed Superintendent of the Virginia State School for Colored Deaf and Blind Children.

Mr. Whitehead, who was born in Halifax, North Carolina, attended St. Paul's School, Lawrenceville, Virginia, and in 1932 received his B.S. degree from New York University. Three years later he received his Master's Degree in school and personnel administration, also from New York University. He has taken advanced studies at Springfield College and at the University of Pennsylvania.

Mr. Whitehead began his career as commander of cadets of St. Paul's School in September, 1919, holding this post eleven years. He was Secretary on Admissions from 1920 to 1940, Personnel Dean and Guidance Officer from 1930 to 1940, Supervisor of Special and Rehabilitation Education for the Handicapped from 1938 to 1940, and Chairman of the Scholarship Committee from 1932 to 1940. As Director of Physical Education from 1919 to 1940, Mr. Whitehead organized and equipped the Department of Health and Physical Education at St. Paul's School. On July 1, 1940, he assumed his present duties as Superintendent of the Virginia State School for Colored Deaf and Blind Children at Hampton.

Mr. Whitehead has contributed much to the civic and social advancement of the Negro race. He was organizer and for three years Scoutmaster of the first Boy Scout Troop for Negroes in Southside, Virginia. He is the founder of the National Association of Personnel Deans and Advisers of Men in Negro Educational Institutions, of which he was elected president for three successive years.

Mr. Whitehead is a member of the National Education Association, American Association for Health and Physical Education, National Guidance Association, Virginia State Teachers Association, National Association of Personnel Deans, Virginia Society for Research, Virginia Commission in Interracial Co-operation, and the Omega Psi Phi Fraternity.

LIBRARY OF CONGRESS APPOINTMENT

Mr. Robert Andrew Voorus has recently been appointed Director, Project, Books for the Blind of the Library of Congress. This is the department which administers the Pratt-Smoot law and selects the titles which are to be published in braille or Talking Book form. He succeeds the late Mr. Martin A. Roberts.

Mr. Voorus, a native of Pennsylvania, is a graduate of George Washington University and has done post-graduate work at the American University, Washington, D. C. He entered government service by appoinment to the Interstate Commerce Commission in 1914.

In 1923 he entered the service of the Library of Congress as Assistant Chief Clerk, and served as Chief Clerk from 1936 to June 30, 1940, when he was appointed to his present position.

MINNEAPOLIS EXECUTIVE

Mr. Byron M. Smith, the new Executive Secretary of the Minneapolis Society for the Blind, has been connected with the Minnesota State Welfare program for some years.

A graduate of Carleton College, Mr. Smith has done post-graduate work at the University of Minnesota and the University of California. After a short period of teaching, he went into business and spent three years in wholesale and five years in retail merchandising.

He entered the Minnesota State Welfare program seven years ago and held in succession the positions of Assistant Supervisor of Field Staff, Supervisor of County Welfare Board, and Head of the Bureau of Personnel Procedures and Staff Development. He left this last position to go to the Minneapolis Society for the Blind, September 1, 1940.

VOLUNTEER SERVICE

The new publicity chairman for the Delta Gamma Aid to the Blind Project, Mrs. Kinley T. Orr, Minneapolis, sends the following interesting report on nation-wide developments:

Headquarters for the Delta Gamma Alumnae project—aiding the blind—are now located in Minnesota, with the appointment of Mrs. J. M. Richter, 2828 Brookwood Terrace, Minneapolis, Minnesota, as National Chairman. She is assisted by a Committee of Minnesota Delta Gammas, the work being divided into five departments: legislation, local projects, braille, prevention, and publicity.

Sixty-four groups of Delta Gamma alumnae in the United States, Canada, and Hawaii are busy with work for the blind at the present time. The project was begun four years ago when a sightless member of the Delta Gamma Women's Fraternity proposed to the delegates at the national convention that the fraternity undertake aid for the blind as a national project.

A wide range of activities is carried on by the various groups, since the work is done locally and according to the needs of each community. Some groups are interested in sight conservation and prevention of blindness wtih the thought that this work has a great future. Other chapters do recreational work such as arranging social gatherings, aiding with summer camps, and sponsoring dramatic and choral programs put on by the blind. Personal service has been popular, with transportation of all kinds provided to the blind, needy children supplied with glasses and medical care, and money donated for eye operations.

One of the most ambitious undertakings is the nursery school for pre-school blind and visually handicapped children. A troop of Girl Scouts who are blind is sponsored by Delta Gamma. University students are helped financially, and members aid them as readers. The *Reader's Digest* in braille has been sent to some, and transportation to Morristown has been supplied to others.

Volunteer funds raised by special benefits and parties carry on the work. Where there are already established organizations in charge of the care of the blind, the Delta Gammas work in cooperation with such units.

After four years of work, the Delta Gammas plan to continue in this field with the hope that their efforts will be of increasing value and significance.

Because of the number of Junior Leaguers who are board members and volunteers in the field of work for the blind, we have invited Mrs. DeForest VanSlyck, Executive Secretary, Association of Junior Leagues of America, to give us a statement on the principles guiding volunteer service of their members. Mrs. VanSlyck has written:

'The fundamental aims of the program of every League shall be the continued education of the members for intelligent citizen participation in shaping social programs, and participation of the League in activities adapted to community needs.'

The Junior League program is built on the principle of preparation for intelligent citizenship through volunteer service and education in social fields. Continued and specified volunteer service is a requirement for membership in the Junior League.

A requirement for League membership is the successful completion of the provisional members' course, the first step in the League's educational program. This course is planned to awaken the new League member's interest in the social conditions of her community, in its needs and problems, its resources or lack of resources.

The educational program for the League member does not stop with the completion of this orientation course for provisionals. Training courses in specific techniques designed to fit members for the type of volunteer service they choose are supplemented by advance study groups, lectures by experts, board members' institutes and surveys. The principle underlying this educational program is that a member's education continues throughout her League membership. Volunteer service in community agencies complements this educational program.

Participation on boards and committees of community organizations is one of the ultimate objectives of volunteer service and one of the most important contributions that Junior League members may make. League members give vol-

unteer service demanding varying degrees of skill and training and in various fields of community work, such as health, child and family welfare, community organizations, recreation, education, cultural and neighborhood activities.

The majority of Leagues have established and maintain some type of welfare service new to that community for which there is a community need. These are demonstrations carried on for a limited length of time until the value of the service has been proven and until the community is able to assume full responsibility for it. Such a project is not necessary to an effective League program (which is actually more concerned with the development of the individual member), though it can be a valuable asset to a community's welfare program and can be a focal point to which the interest of the entire membership may be drawn through concentration of the League's financial contribution. Volunteer service, however, is not concentrated in a project.

The Association discourages financial contributions from Leagues to other organizations unless the League is actively affiliated with the organization in question or there is a plan for the use of the money for a specific purpose.

The Junior League program considered in its entirety represents a serious endeavor on the part of the young woman of leisure to become an active and constructive factor in her community. In pursuit of a balanced life—an increasingly arduous pursuit these days—the young girl of eighteen say, joining the League finds in its program outlets for her energy, a focal point for her increasing interest in the problems besetting humanity, and an opportunity through volunteer service to make a concrete contribution to the social progress of her community. When, at forty, the League member automatically becomes a sustaining rather than active member, she has a record of community service and a sound knowledge of her community that have equipped her for participation in those wider fields of service, for those greater responsibilities which are the privilege of an intelligent citizen to assume. The Junior League has been for her one of the means by which her own life has been enriched and her particular interests and abilities developed in direct proportion to the worth-while form of community service she has rendered while an active member.

Christmas and the Blind, 1940, one of the newest bulletins published by the Foundation, has been distributed to public and private agencies, as well as to residential schools. There are many suggestions for gifts for blind friends as well as ideas on Christmas-giving in this bulletin. In the event a copy is not available locally, one may be secured from the Foundation.

Volunteers in work for the blind, particularly those who are board members of a private Association for the blind, will want to read the stimulating and thoughtful article "Scoring the Board," by David Liggett, Executive Secretary, Minneapolis Community Fund in the November issue of *Community Chests and Councils.* If you cannot borrow a copy of this from your local Community Fund, you may secure a copy for 20 cents from Ruth A. Lerrigo, Editor, *Community Chests and Councils,* 155 E. 44th St., New York City. The article provides a measuring stick by which to judge the effectiveness of board members as individuals and as groups.

Another piece of reading along the same line is "Quiz for Boards and Their Members" in the November issue of the *Survey Midmonthly* magazine. This particular board members' quiz originated in Cincinnati. The Kansas City, Mo., Council of Social Agencies adapted it for use at a Board Member Institute. There are two scoring tables: "How Do You Rate?" and "How Does Your Board Rate?" If you are not already a *Survey* reader, the address is 112 E. 19th St., New York City.

A variation on the theme of white cane distribution by Lions Clubs recently took place in Trenton, N. J., when the club presented twelve canes to one blind man for redistribution to his friends. The Lions of Williston, N. D., have recently assisted a blind man to establish himself in broom-making in his own home. The co-operation of the county welfare board was sought for the purchase of the machinery. All local hardware stores are serving as outlets.

MacEnnis Moore.

IN THE MORNING MAIL

To the Editor

Outlook for the Blind:

I am very sorry to write to you this letter, which I want you to publish in your next issue of the *Outlook for the Blind*. I indeed feel very sad in performing the duty of contradicting Mr. S. C. Roy's letter, dated Calcutta, July 28, 1940, published in your much esteemed journal of October. I know him very well and his background, and also his present troubles in India, but I do not see any reason why he should venture to take the risk of saying the things which he does not know himself well, and which he has no authority to handle. Before saying further about him, I should like to contradict his statements on behalf of the honorable Governors of our Board.

1. The Rev. Lal Behari Shah founded his school in his own home at Calcutta long before 1887, but the Calcutta Blind School was officially accepted as a public charitable school in 1897 under the India Government Act. It is well known to everybody in the educated society in India that Lal Behari Shah is the pioneer in this field. He devoted his whole life and all his earthly possessions to start the modern methods of educating the blind. I am fully aware of the work of the schools at Rajpur and Palamcotta. In the history of the two schools, we find that the English missionaries started their work among the poor blind people to teach them handwork, and it is also being said that these mission schools converted the blind children to Christianity which did not appeal to our public. Lal Behari Shah was himself a Deacon of a Calcutta Church for more than thirty years and also he was a leading man in the Christian community in Bengal, but he never tried to force anyone to take up Christianity. That was the reason why he handed over his own school to the public. The Board of Governors consists of notable people from all communities and there is no distinction of color, creed or caste in the Calcutta Blind School. The Calcutta School flourished so rapidly because the public took a great deal of interest and they understood the necessity of starting more schools, not merely for teaching the handwork, but to provide education by modern methods. For further information, I cordially invite you to read the biography, from which you will learn more about the history of the education of the blind in India and its early stage.

2. Lal Behari Shah adapted the English Braille into Bengali language which is known to everyone as Shah Braille. The Shah Braille has been adapted in various languages in India. Therefore, am I not permitted to say that he is the originator of this adaptation, by which hundreds of blind people can read and write today in India? Mr. Roy's vain efforts of bringing Mr. Ramananda Chatterji, as the adaptator of the Bengali Braille, is merely a story, which nobody ever heard. The Government of India on behalf of His Gracious Majesty King George the Fifth, honored Lal Behari Shah by presenting him the Indian Kaiser-i-Hind medal, for his noble work and unselfish devotion to the blind in India. This itself proved that Lal Behari's honest work was approved, and was greatly appreciated.

3. In Calcutta Blind School we have children between the ages of three and six, and I personally made an effort to introduce the Nursery School. Our boys and girls in our Winter Camp, when they go three hundred miles from the city of Calcutta, try to raise poultry. It might be in small scale, but we are doing our work in the right direction. It would be mannerly if my friend who is so anxious to know everything would ask the Principal of the School and make an inquiry before giving a misleading statement. Our system of Cubbing with smaller boys is based upon the Nursery School, and I was in charge of this work for four years. I enclose the letter of the Honorable Mr. Justice C. C. Biswas, the revered Honorary-Secretary of the School.

4. My father, Mr. A. K. Shah, on his return from England in 1914 introduced Scouting among the blind boys with the help of Mr. N. N. Bhose, the then Provincial Organizing Secretary of the Boy Scouts. Mr. A. K. Shah could not carry on this work owing to his various other important work in the field of the education of the blind in India. The Scout work was practically stopped until my uncle Mr. C. R. Shah voluntarily made an effort to continue it with some helpers. He handed over his work to me and I took charge of the Troop with a

small number of boys without any Tenderfoot Scouts. I published a letter in the *Statesman,* the prominent daily in India, asking the Schools for the Blind to let me know whether they had any regular Scout work in their schools. Only three troops responded to my inquiry and said that their work was not at all progressive, because of the inability of the organizers and lack of funds and loyal support. I took the permission of the National Boy Scouts Association to prove that Scouting among the blind is worthwhile and is not a futile tinkering. My various articles in many prominent papers and magazines were published all over the country and also in England. I talked over the air a few times to tell the public what I was doing among the blind boys. My Scouts also broadcast their own musical and dramatic programs from time to time from the Calcutta Broadcasting Station. They demonstrated their work in front of many thousand people every year at our Annual Gathering in our School in Calcutta and also at various other functions. They also had the privilege of demonstrating before His Excellency, the then Governor of Bengal, The Honorable Sir John Anderson, the Chief Scout of Bengal, Her Excellency, The Lady Brabourne, Her Excellency The Marchioness of Linlithgow, The Lady Anne Hope, Her Excellency The Lady Mary Herbut, The Honorable Chief Minister, Mr. A. K. Fazlul Huq, The Honorable Raja P. D. Raikut and many other Ministers of the Cabinet of Bengal and distinguished people of India, who all appreciated the work of the Scouts and wrote me personal letters. I enclose a few copies of them for your perusal.

My Scouts proved their worth in competing with the sighted Scouts of the Association. They stood third in competition once with them at our Annual Rally. They were awarded the Merit Badges and also became the First Class Scouts, which is unique in its nature and was never before accomplished by the blind boys in India. My Scouts led the sighted Scouts in open street marching with their band and proved that physical handicap can easily be overcome by proper training. I organized three camps for them; these were the first in the history of Scouting in India.

The Provincial Organization appointed me as the District Leader, by giving me the rank of the D.S.M. The National Organization awarded me the Certificate of Merit for the "valuable services to the Movement" and I was glad to receive this honor the other day in America, far away from my motherland. Sir Robert Baden-Powell, G.C.M.G., the Founder of the Boy Scouts Movement, Mr. Daniel Carter Beard, the National Commissioner of the Boy Scouts of America and many other distinguished heads of the Movement complimented my work by writing to me, and they all approve my methods of teaching blind boys the scout work. I invented many games, diagrams and methods of teaching which were recognized. Therefore, I have started actual scout work. While I was in London, I discussed with people of the Imperial Headquarters who have authority in this field, who also said that the work is unique in its nature.

5. The other points, which Mr. Roy has thoughtlessly mentioned are not of much importance, and I do not wish to waste my time in intruding upon your precious time. Mr. Roy is a graduate of the Calcutta Blind School and he received his early training and support from the School and its Principal. He came to America with a scholarship from our University in Calcutta and also received Government money for his second trip to England to complete his work at the London University, but he came to New York again and married and returned to Calcutta without completing his work. I feel that the public money has been wasted and if he continues to try to bring damages to the work for the blind in India, he will lead himself into serious difficulties.

You will be interested to hear that the Calcutta Blind School in not only doing work for the blind children of the Province of Bengal, but providing opportunities for adults of other parts of India to come and study the methods of education of the blind. I give you the names of some of the people who were trained in the School:

1. Mr. Ram Krishna Rao.
2. Mr. Sheheriar Kaosji, deputed by His Royal Highness the Nizam of Hydrabad's Government.
3. Miss Indumati Kausal came from the State of His Royal Highness, the Maharaja of Boroda. His Highness visited the Perkins Institution many years ago and is very much interested in the work for the blind.
4. Mr. Kamala Kanta Mazumdar, late Principal of the Patna School for the Blind.

5. Mr. Chinmoy Chatterjee, the present Principal of the Patna School for the Blind.
6. Principal of the Allahabad School for the Blind.
7. Workers of the Ranchi School for the Blind.
8. Mr. R. M. Halder, Principal, Mission School for the Blind, Bombay. He was sent to the Perkins Institution a few years ago by the Calcutta Blind School for special training.
9. Mr. Bankim Roy Chowdhwey, Headmaster of a Girls School in Barishal, Bengal.

There are many others, but space and time will not permit me to give their names. You will be interested to read about them in our Annual Report, which will be sent to you by request. These honest workers, both sighted and blind, who had undergone training in our School are now working faithfully in different parts of India.

The present Principal is my father, Mr. A. K. Shah, who took his training in this special field at the Royal Normal College, London, and visited many parts of the world to observe the methods of teaching the blind. He also had the privilege of representing India at the World Conference for the Blind which was held in New York City in 1931. He has been serving in the welfare of education of the blind for nearly thirty-three years constantly.

One of my uncles, Mr. C. R. Shah went to England for training in handicraft. On his return from abroad, he served the School to improve its Industrial Department for ten years, and then resigned voluntarily. He is working now for the Corporation of Calcutta.

We feel akin to you in many respects and we trust that we will receive from you generous support to prove the need of the blind. It is no doubt that our work is backward and we have not done many things yet. In fact, India is herself backward in all respects. But I feel proud to state that although our work is only fifty years old, it is well established and it will progress more and more as time goes on.

I know the people who are connected with our work and I feel happy when I see them so anxious to help in the noble cause. With their help and with your kind sympathy, we are sure to bring happiness for the blind in India.

. . . . . .

I remain,

Yours sincerely,

AMAL SHAH.

MASSACHUSETTS COUNCIL FORMED

The Massachusetts Council of Organizations for the Blind was organized at a meeting held at the Boston City Club on Monday evening, November 18. Representatives of twenty-three of thirty-nine organizations in Massachusetts were present.

By-laws were adopted, and the following officers were elected: President, Mr. Arthur F. Sullivan, a Perkins graduate, a Boston attorney, and a member of the State Advisory Committee on the Blind; Vice-president, Mrs. T. Edwin Andrew, President of the Reading Circle for the Blind in Lawrence—the largest in the State; Secretary-Treasurer, Miss Rosanna D. Thorndike, of Boston, a representative of the Massachusetts Association for Promoting the Interests of the Adult Blind, and a Trustee of Perkins Institution. Members of the Executive Committee, in addition to the officers are: Mrs. Chester Finberg, representing the Boston Committee for the Blind; and Rev. John J. Connolly, Director of the Catholic Guild for the Blind.

The purposes of the Council, as stated in the adopted by-laws, are as follows:

1. Promote better understanding and cooperation among all organizations working for the blind in the Commonwealth of Massachusetts.
2. Foster and aid all approved efforts on behalf of the blind and for the prevention of blindness.
3. Appoint special committees for the investigation and study of problems and attempt to secure better conditions for the visually handicapped.
4. Study proposed city, State, and Federal legislation relating to the blind and strive to secure full recognition for the needs of the blind.
5. Provide for regular conferences among the representatives of the various member organizations.

PENNSYLVANIA CONFERENCE

The Venango County Branch was indeed happy to have the Inter-Branch Conference of the Pennsylvania Association for the Blind held in Oil City, on October 10, 11, and 12. The sessions included, Prevention of Blindness, Occupational Therapy, Social Work Standards for the Blind, Central Control of Stand Concessions, and The Importance of Organized Retail Sales. Miss Elizabeth G. Gardiner, Medical Social Worker of the National Society for the Prevention of Blindness, discussed qualifications and experience for initiating and administering a prevention of blindness program. She supplemented her talk with talking slides which were not only interesting but also were helpful in clearing up misunderstandings regarding the importance of training and experience in administering a prevention of blindness program. The topics regarding Occupational Therapy, Social Work Standards, Stand Concessions, and Retail Sales were ably discussed, respectively, by Miss Isabel Campbell of the Pennsylvania State Council for the Blind, Dr. Augusta C. Galster, Mr. Joseph F. Clunk of the U. S. Office of Education, and Mr. Eugene Morgret, Sales Manager of the Pittsburgh Branch, Pennsylvania Association for the Blind. These talks were followed by Round Table Discussions which afforded each person present a chance to give his views on the subject under consideration.

Like most conferences, the Inter-Branch Conference of the Pennsylvania Association for the Blind had its social activities which were as important as the discussions. The Venango County Branch gave a reception Thursday evening to welcome the guests and to give them an opportunity, not only of getting better acquainted with each other, but also of meeting the local people interested in the work for the blind. Miss Lilian E. Latimer gave a most enjoyable talk at the Friday luncheon.

On Friday evening, October 11, the Venango County Branch celebrated its Tenth Anniversary at a banquet. The highlight of the evening was the address by George F. Meyer, Chief Executive Officer of the New Jersey Commission for the Blind, who spoke on Modern Trends in Work for the Blind. Mr. J. B. Mohler, Superintendent of the Venango County Branch, traced the history and growth of the Branch.

On Saturday morning, the Superintendents of the various Branches met to discuss their problems. Their meeting was followed by a sight-seeing trip to Drake's Well, one of the Historic Landmarks of Pennsylvania. The Conference concluded with a meeting of the Trustees of the Pennsylvania Association for the Blind.

J. B. MOHLER.

FIFTIETH ANNIVERSARY

On October 29 and 30 the Western Pennsylvania School for the Blind celebrated its Fiftieth Anniversary in Pittsburgh by presenting several interesting programs.

On Tuesday evening, October 29, Mr. Bradley S. Joice, Superintendent of the School, opened the celebration in the school auditorrium, and a historical pageant was presented by the students and alumni. The pageant depicted the highlights and activities of the school from the time it was first opened in 1890, when twenty-one pupils of various ages and educational backgrounds were enrolled, to its present organization of more than 150 students, with fully accredited curriculum and standards.

Dr. Edward E. Allen, long-known for his work with the blind in the educational field, spoke on special training for teachers of the blind at the Wednesday afternoon presentation.

The celebration was closed Wednesday evening with a program in Carnegie Music Hall, at which Dr. Helen Keller was a guest speaker.

BULLETIN BOARD

News items from agencies for the blind in all parts of the country are desired for these pages. All manuscripts should be in the Editor's hands four weeks before the date of publication.

New Mexico School for the Blind—The remodeling of the Girls' Dormitory has just been completed. The entire interior, including floors and partitions of the building, which were made of wood and metal-lath construction, were replaced by modern steel and concrete construction. The building is now a completely modern, fire-proof structure, with metal sash and modern lighting, plumbing, and heating fixtures.

Oregon Blind Trade School and Commission for the Blind—Returns are coming in from one thousand inquiries sent out asking what the Commission can do to help the various individuals. Mrs. Semon, the field worker, is now in the field checking the conditions as reported in response to the questionnaire. . . . The Adult Education Program has 150 persons enrolled in classes in braille, typing, English, Civics, knitting, and music. Five full-time instructors, four of whom are blind, are teaching these classes.

Idaho State School for the Deaf and Blind—Contracts for the construction of a new Boys' Dormitory were let on November 11 for a $100,000 structure.

Pennsylvania Association for the Blind (Berks County Branch)—The Association is now in the process of completing plans for participation in National Industries for the Blind, and hopes soon to qualify. Arrangements are also under way for expansion of the training program both at home and in the shop through use of WPA and the Bureau of Rehabilitation. Work in prevention will be started in county schools, where no preventive or sight-saving work has ever been done.

Alabama School for the Blind—Two new teachers, Miss Ida Nell McKinnon and Miss Mary Boyd Hardenburg, have been added to the staff. Miss McKinnon, a graduate of the University of Washington, will teach academic subjects, and Miss Hardenburg, a graduate of Alabama College for Women, will teach in the manual arts department for girls. . . . Every teacher in the academic, music, and industrial departments was certificated by the American Association of Instructors of the Blind during the year of 1940. . . . The main building on the campus which contains the principal's apartment, the parlors, the dining room and kitchen, and the girls' dormitories and recreation rooms, was repaired and redecorated during the summer. . . . The site has been selected and the plans adopted for a proposed new building for a dormitory for younger boys on the campus. . . . Miss Katherine Smith was one of four graduates from American schools for the blind to receive a scholarship at Perkins Institution.

National Society for the Prevention of Blindness—Because expansion and speed-up of industrial production, made necessary by national defense plans, increase the hazards which result in eye injuries and other types of accidents, the appointment of an Industrial Advisory Committee, headed by Dr. Leonard Greenburg, has been announced. Dr. Greenburg is the Executive Director of the Division of Industrial Hygiene, in the New York State Department of Labor.

West Virginia Schools for the Deaf and the Blind—Because of an outbreak of infantile paralysis in the state, the opening of the School was delayed until October 2. The present enrollment is seventy-four boys and forty-two girls. The only change in the faculty resulted from the resignation of Mr. Reginald Taylor, Vocational Supervisor. No one has yet been appointed to take his place. . . . The school building and dormitories have been renovated, and some new equipment has been provided for academic and vocational work.

Mutual Aid Blind Association of St. Paul—On September 1 the Association moved to the Goodwill Industries building where its shops have been installed. The Goodwill Industries will manage the Association, and, aside from continuing the customary weaving, caning, and reed work, is making plans to co-operate with National Industries for the Blind for more stabilized employment. Mrs. George Lawson remains as President of the Board

of Directors, while Gerald L. Clore, Executive Secretary of the St. Paul Goodwill Industries, will be responsible for the shop.

Ontario School for the Blind (Canada)—The students in the School are actively engaged in doing "war work" in the classrooms and outside. The sewing classes made hospital garments for the Red Cross, and the knitting classes made socks, sweaters, scarves, etc. The Guides are conducting a "salvage campaign" of their own, collecting waste about the school, and donating the proceeds to their Junior Red Cross. The Senior Clubs, Guides and Scouts have made donations from their club funds and from the proceeds of school concerts to the various war relief agencies.

Colorado School for Deaf and Blind—Bill Monk, one of the School's outstanding violin students and a graduate of 1939, has been given a scholarship at Colorado State Teachers' College. This scholarship will grant him his year's tuition and all his violin lessons without extra charge. . . . Mr. C. W. Schiddel, piano tuning teacher at the School for eighteen years, died August 20.

Michigan Association of Workers for the Blind—At its last biennial convention, the Association adopted certain resolutions which they will endeavor to have approved by the State Legislature at its next session. These resolutions provide for mandatory reports by physicians of all new cases of blindness in order that rehabilitation of such persons may commence at the earliest possible date, and another measure to license the activities of organizations and individuals engaged in the sale of articles made by the blind will be introduced.

St. Louis Society for the Blind—The Society has just completed a study on the causes of blindness in Missouri since 1923. This study also includes persons who were on the pension roll in 1921, and who were reinstated in 1923 when the requirements of the pension law was changed. The report of the survey is not yet published.

Montana School for the Deaf and Blind—The annual Christmas program will be presented at the School Thursday evening, December 19, and school will close for the holidays December 20. . . . Under the direction of Harold Larsen, Scoutmaster, the Boy Scouts re-organized early in September. . . . The Great Falls Board of Recreation has again agreed to provide instructors in physical training for the school programs. . . . Under the sponsorship of Dr. George McCole, Great Falls physician, the philatelists have been re-organized. Through the kindness of the Rotary Club about thirty-five dollars has been invested in stamps for the season's activities.

Montana Commission for the Blind—The regular meeting of the Commission was held on November 1. At this meeting a budget for the next biennium was approved which called for an appropriation of $6,000 per annum for the employment of a field worker and a home teacher for the blind; for operating a summer school; and for assisting with establishing vending stands for the blind in federal buildings.

Washington State School for the Blind—Having noticed the interest a number of the semi-sighted children have shown in drawing, the School has started classes in drawing, design, wood-carving, and jewelry making. The response has been surprisingly good and the classes have grown until the teacher has filled all her time. Miss Floyl Cook, a graduate of the California College of Arts and Crafts, has charge of the art classes. . . . A fully equipped sight-saving room was added this year. Mr. Roy Howard, who is particularly interested in this phase of the work, is in charge of it. . . . A new dining room for the older girls has been opened. The table mats and curtains are being woven by the girls.

Connecticut Board of Education of the Blind—Miss Elizabeth A. MacLeod, of Fairfield, has been appointed to the home teaching staff of the Board. Miss MacLeod, who lost her sight about five years ago, is a graduate of the nurses' training-school at the Yonkers General Hospital. Following her graduation she took a postgraduate course in operating-room technique and anesthesia, and in 1926 was promoted to be supervisor of the operating room at the Yonkers Hospital. Later she engaged in private practice, but in 1928 entered the New York Lying-In Hospital for a six months' postgraduate course in obstetrics. Following this she was appointed obstetrical night supervisor at the Yonkers General Hospital, and was later promoted to night supervisor of that institution. This was followed by an appointment as supervisor of the obstetrical division with instructorship duties at the hospital. In 1932 she resigned to accept a position as supervisor and in-

structor in the Professional Hospital at Yonkers, where it was part of her duties to organize and supervise the equipment of a new obstetrical division of this recently organized private hospital. Miss MacLeod held this position until her loss of sight. In June of this year she completed a two-years' course of instruction in home teaching at the Pennsylvania Institution for the Instruction of the Blind.

Cleveland Society for the Blind—The first week in September a group of thirty colored blind men and women had a vacation at the lake shore camp of the Phyllis Wheatley Association. Expenses for this project were met from the sale of tickets for a dramatic performance given by the Blind Players Club. . . . Social activities for the season started October 1 and a great deal of interest is shown in the program. The Dancing Masters' Association of Cleveland has agreed to teach the latest dance steps to all the blind who care to attend classes for that purpose, and the Bridge Editor of the *Cleveland Plain Dealer* conducts a class in contract bridge in which twenty-eight persons are enrolled. Music appreciation has also been emphasized and speakers are secured for the various club meetings. . . . A new committee, called the Westlake, has been organized to extend service to all the blind living west of the Cuyahoga River. The committee's activities will include visiting, continuation of a club for blind men and women, and many forms of recreation.

Toledo Society for the Blind—Eighty-seven people attended the Progressive Club meeting September 19 in order to spend the evening with Miss Helen Mechling and to bid her "Goodbye." Miss Mechling, who had been the Home Teacher for the past ten years resigned her position from the Ohio Commission for the Blind on October 5.

New Jersey Blind Men's Association—Camp Happiness completed another successful year in September. While the official opening of the camp did not take place until June 22, a picnic for the blind children of northern New Jersey was given by the Association on June 14. . . . During the camp season two hundred blind men enjoyed vacations, usually of two weeks each. . . . On July 12 a convention of the blind people of New Jersey was held, attended by six hundred blind people and their friends. The program, which covered the various phases of work for the adult blind, included as speakers Miss Jane Hoey of the Social Security Board; Mrs. Eleanor Brown Merrill, of the National Society for the Prevention of Blindness; Mr. Joseph Spitz, of the New Jersey State Rehabilitation Commission; Miss C. Marion Kohn, of the Philadelphia (Pa.) County Department of Public Assistance; Mr. Robert W. Allen of the Works Progress Administration; Mr. Peter J. Salmon, of the Brooklyn Industrial Home for the Blind; Dr. Elbert S. Sherman, of Newark, as well as a number of prominent blind persons and workers for the blind in the state of New Jersey.

Division for the Blind (Washington)—Mr. Don Morris, Assistant Supervisor of the Division in charge of Vocational Aid and Training, has been called into active military service for an indefinite period. Readjustments have been made in the Division's program so that there will not be an assistant supervisor in charge of this program appointed in the near future. A part-time position of Production Manager has been established. Mr. George E. Ruff, who has been appointed to this position, will be in charge of home industry production. Mr. Charles Dann, instructor in charge at the Washington Training Center for the Blind, has been put in charge of all Training Center activities. . . . Sales of Handcrest Corporation, to which all finished merchandise is consigned, have been very gratifying this fall, and it is now possible for the Division to increase the number of persons in training. In addition, Handcrest Corporation is using one part of our Training Center to establish a sales room for odds and ends of merchandise which are not sold through wholesale channels. It is believed that this will help realize a little against the training costs, by selling merchandise produced by trainees which has a commercial value.

New York Association for the Blind—The Association announced the closing of its Lighthouse Eye Clinic and the creation in its stead of a new Department for the Prevention of Blindness to be conducted at its headquarters, The Lighthouse. The new Department will be in charge of Miss Martha Graessner, formerly the Supervisor of the Clinic. It will give information about the prevention of blindness and the care of the eyes and will co-operate with hospitals in the city in the referral of patients. Follow-up calls on referred patients to insure clinic attendance will be an important part of this pro-

gram. . . . The Lighthouse Speakers' Forum of twenty blind men and women, sponsored by the New York Association, began its third year on October 4 at the Lighthouse. This group, organized in 1938 to develop the blind as public speakers, aims to give them poise and self-confidence to make it easier for the sightless in their dealings with the sighted world. . . . New courses in photography and beauty culture are the most popular recreational activities this year among blind women at the Lighthouse. Of the 150 sightless girls and women between the ages of fourteen and seventy, sixty have enrolled for these two courses. Journalism and current events classes are next in popularity with an enrollment of forty. . . . The Honorable Henry W. Goddard, Chairman of the Board of the Association, announced the election to the Board of Mrs. George F. Baker, Mrs. Dewees W. Dilworth, and Mrs. William Armour. . . . A short story contest for blind children under eighteen years of age was announced in the October issue of *The Searchlight.* Any sightless child in this country or abroad is eligible to enter a typewritten or brailled short story of not more than two thousand words on any subject. The winners of the first prize of $20 and the second prize of $5, donated by Thomas S. McLane, will be announced next June.

Braille Classes—Youngstown Public Schools—The Braille Class now has twenty pupils ranging in age from six to twenty years and representing sixteen grade groups from first grade through senior high school. The Youngstown class enrolls pupils from all the districts not included in the neighborhoods of Cleveland and Cincinnati, and has the largest enrollment of any of the five Ohio public day-school classes for the blind.

Michigan School for the Blind—Members of the School's chapter of the Future Farmers of America recently took a four-day camping trip under the direction of their instructor in vocational agriculture, Arthur Delamarter. They spent the time at Camp Michi-Vo-Ed, a camp maintained by the Michigan Vocational Education Department at Allegan Lake. Chris Jensen, dormitory supervisor and a former graduate of the School, helped the boys with meal preparation. The work in vocational agriculture at the School was started in September 1939. This school is the first school for the blind in the country to undertake this work. Poultry raising, gardening, and greenhouse work are the phases of agriculture emphasized. The boys are showing an increasing interest in this work, and are hoping to earn from their projects while in school money that will help them get started after finishing school. A year ago a new poultry house was built entirely by the classes in vocational agriculture.

Partridge Memorial Home for the Blind (Massachusetts)—Residents of the Partridge Home have been transferred to Whitcomb Hall Memorial Home for the Blind, located at 51 Harvard Street, Worcester. The building at Harvard Street, which was formerly occupied by blind men, was closed in August and after renovating it throughout, the residents of the Partridge Home were moved in November 6. The Home now has thirteen persons in residence, and Mrs. Pauline P. Stockwell is Matron and Mrs. Margaret Hagar is Assistant Matron in charge.

Pennsylvania Association for the Blind (Pittsburgh Branch)—The retail sales plan which was adopted June 1, 1940, by the Pittsburgh Branch, is developing satisfactorily and weekly sales are increasing. Many benefits are resulting from this retail sales program, including favorable publicity for the organization and more work for blind people, not only in the Pittsburgh Branch but in other branches as well. The plan of developing a retail market helps to keep up the volume of business and create a new demand for leather goods, ironing board covers, and other small items which can be made by homeworkers. . . . On November 11 Mr. Mortimer M. Frankston, who is now Stand Supervisor for the Branch, opened the new stand at the Manufacturers Building in Pittsburgh. This is the third stand to be rebuilt during the fall, and indications are that these three stands will produce an increased volume of business for the operators. A fourth stand is to be rebuilt before the end of the year.

Ohio Commission for the Blind—Mr. W. L. McDaniel, Employment Supervisor since April 1, 1939, has resigned from this position to accept the post of Executive Secretary to the Washington (D. C.) Society for the Blind. Mr. Everett Steece, teacher and field agent at the Ohio State School for the Blind since 1933, has been appointed as Mr. McDaniel's successor, assuming his new duties November 16. . . . The State Civil Service Commission of Ohio is announcing comprehensive examinations for Public Assistance offices on the state and county level, to be

given December 18, 19, 20, and 21. In accordance with a recent revision in the Ohio Blind Assistance Act, all positions on the county and state levels will be in the classified service after January 1, 1941. Examinations are open to qualified sightless persons, several having been employed since the organization of the program in 1936.

Nazareth Institute for the Blind—On February 15 the Nazareth Institute moved from its modern building to another house. The new house is a modern, fireproof building, but it is not as luxurious as the other. The School has an enrollment of eighty girls and forty boys. A religious society of Brothers, who have been conducting a school for the blind in Paris, France, will soon take over the education of the boys.

Braille Classes—Jersey City Public Schools—Mary Kravetz, salutatorian of Lincoln High School entered New Jersey College for Women in September. Last July she went to Morristown and spent a month training with her Seeing Eye dog. She is majoring in Sociology, and expects to work with the blind when she has completed her education. . . . Eight pupils have been transferred from the Sight Conservation Class to the Braille Class.

Iowa School for the Blind—During the week of October 27 the Iowa School for the Blind issued an invitation to the parents to visit the School. The response to this invitation was very gratifying in that the number of parents who visited the School represented 47 per cent of the homes from which the children come.

Michigan State Library for the Blind—The Library reports an increased monthly circulation of 100 per cent in embossed print and Talking Books in the last two years. This increase has been made possible by a ceaseless campaign through agencies and individuals co-operating with the library.

Spanish-American Association for the Blind (New York City)—The Association celebrated its eighth anniversary by holding a dance on Friday evening, November 29 at the Chalet D'Or in New York City. Mrs. Fidelina Concepcion, the visiting delegate from Puerto Rico and the Dominican Republic was guest of honor. The Association was organized several years ago to give services to the Spanish-speaking blind, and to disseminate information regarding modern developments of special interest to blind people in the Spanish-speaking countries.

A NEW PROJECT FOR BLIND-MADE PRODUCTS

On Friday, November 1, 1940, the Lions Club of Dallas met at the Lighthouse for the Blind at Dallas to formally present and dedicate a new sewing-room. This sewing-room was established and equipped as a *Blind-Made Products Project* with the Dallas Lions Club-David E. Coffman Blind Rehabilitation Fund in commemoration of the great interest the late Mr. David E. Coffman had in blind rehabilitation work.

The sewing-room, comprising spacious quarters on the second floor of the Lighthouse, is equipped with thirteen power-operated, high-speed Singer sewing-machines, of which twelve are for single-needle stitching and hemming, and one (the only one of its kind in use on a similar project here in Texas) is a serging machine. Also, there are tables for cutting, turning, inspecting, folding, and packing the finished products, and storage space for raw materials and finished products.

The creation of this sewing-room makes it possible for blind women to earn a living through the manufacturing of pillow cases and sheets, of which the former are marketed principally through National Industries for the Blind. Practically all of these women are without other means of support and are, therefore, potential subjects of charity or other welfare agencies. By giving them this special employment whereby they earn, in most cases, a large portion of their living expenses, they are converted into self-reliant and useful citizens, and their happiness and general well-being is materially improved.

The Lighthouse has received its first test order for fifty dozen pillow cases from National Industries for the Blind, and the first contingent of blind women have been trained and are busily engaged in filling this order. Assurances of additional orders have been received.

BRUNER R. PENNIMAN.

BOOK NEWS

EDUCATION OF THE BLIND; A Study of Methods of Teaching the Blind. *Edited by Merle E. Frampton, Ph.D., LL.D.* World Book Co., Yonkers-on-Hudson, N. Y., 1940. 436 pp., $2.00.

There is no doubt that this book *Education of the Blind,* will occupy a prominent place on the small list of texts in the field of education of the exceptional child. The literature dealing with method has been widely scattered and in some cases buried in sundry printed reports and proceedings. One of the finest services of this latest book of Dr. Frampton's is the extensive bibliography which assembles such material and resources into conveniently grouped lists for the use of the student.

Of the book itself, Dr. Frampton says in the foreword: "This present volume is made up of articles written by teachers of the blind who have specialized in various fields of instruction." These teachers, I believe, are members of the staff of the New York Institute for the Education of the Blind, so that the finished product is a comprehensive picture of how that faculty teaches and of the theories which motivate their methods.

The chief advantage of the compilation method of treating this subject is that the material presented is the product of actual teaching experiences. The chief disadvantage is its lack of unity. Dr. Frampton recognizes this for (again quoting from his foreword) he says: "There has been no attempt made within these pages to reconcile the various methods." It is this lack of a broad philosophic background from which unified method would ordinarily develop, which will confuse the beginning student. Dr. Frampton says: "This volume does not treat directly of the philosophy or psychology of work with the blind child . . ." but of course, indirectly the experienced teacher will discover hints which he will interpret as the basic concepts of teacher responsibility which guide the faculty members at this progressive school for the blind.

There are some especially good chapters in this volume. The chapters by Clarence Athearn, Paul Mitchell, and Vita Stein and Mildred Van Natta are worthy of special notice, to mention a few of the many meritorious sections.

The training centers for teachers of exceptional children, the thoughtful student, and the progressive teachers and superintendents of classes and schools for the blind will all want to give this volume careful consideration, for it contains much that is excellent, some that is controversial, and a great deal that is definite and helpful. If any one regret should be voiced it would be the impression that the book was hurriedly assembled and at times not edited as carefully as such a scholarly undertaking deserves.

JOSEF G. CAUFFMAN.

VOCATIONAL LITERATURE

Attention is called to the series of *Guidance Leaflets* issued by the U. S. Office of Education, which summarize briefly the requirements of, and opportunities in, various occupations. Those on Law (No. 5), Journalism (No. 8), Music (No. 17), Home Economics (No. 21), and Osteopathy (No. 23) should be of particular interest to workers for the blind. Leaflets on other occupations are in preparation.

A valuable feature of these pamphlets is the list of professional schools which each contains, with information regarding admission requirements, expenses, etc. Each leaflet also includes a selected bibliography on the occupation in question.

Guidance Leaflets may be obtained from the United States Government Printing Office, Washington, D. C., and are priced at five cents each.

OUR CONTRIBUTORS

MARY CLARKE BURNETT is Head of the Department of Social Work at Carnegie Institute of Technology, Pittsburgh, Pennsylvania.

JOSEF G. CAUFFMAN, Superintendent of the Michigan School for the Blind, is Secretary of the American Association of Instructors of the Blind.

ANNE E. GEDDES is Chief of the Division of Public Assistance Research in the Social Security Board.

MABEL R. GILLIS is State Librarian of the California State Library.

LUCY A. GOLDTHWAITE is Librarian for the Blind in the New York Public Library.

GWEN HARDIN is Supervisor of the Division for the Blind in the Washington State Department of Social Security.

GENEVIEVE M. HAVEN is in charge of the Department of Teacher-Training at Perkins Institution.

C. EDITH KERBY, Statistician for the National Society for the Prevention of Blindness, is a member of the Committee on Statistics of the Blind.

GEORGE LAVOS, a former graduate student in Education of the Handicapped at Teachers College, Columbia University, is now on the staff of Rutland (Mass.) Training Center, a vocational school for the arrested tuberculous.

BERTHOLD LOWENFELD is a staff member of the American Foundation for the Blind.

EVELYN C. MCKAY, Social Research Secretary for the American Foundation for the Blind, is Secretary of the Committee on Statistics of the Blind.

J. B. MOHLER is Superintendent of the Venango County Branch of the Pennsylvania Association for the Blind.

BRUNER R. PENNIMAN is Vice-president of the Dallas County Association for the Blind, Texas.

PETER J. SALMON, member of the Executive Committee of the New York State Federation of Workers for the Blind, is Secretary and Assistant Director of the Industrial Home for the Blind.

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BOOKS ABOUT THE BLIND

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By Helga Lende

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For Residential Schools for the Blind

By Neil F. Quimby, Ed.D.

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Outlook for the Blind

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AID TO THE NEEDY BLIND

January, 1940

Aid to Blind in effect but not approved under Social Security Act.

Aid to Blind approved under Social Security Act.

No Plan in effect.

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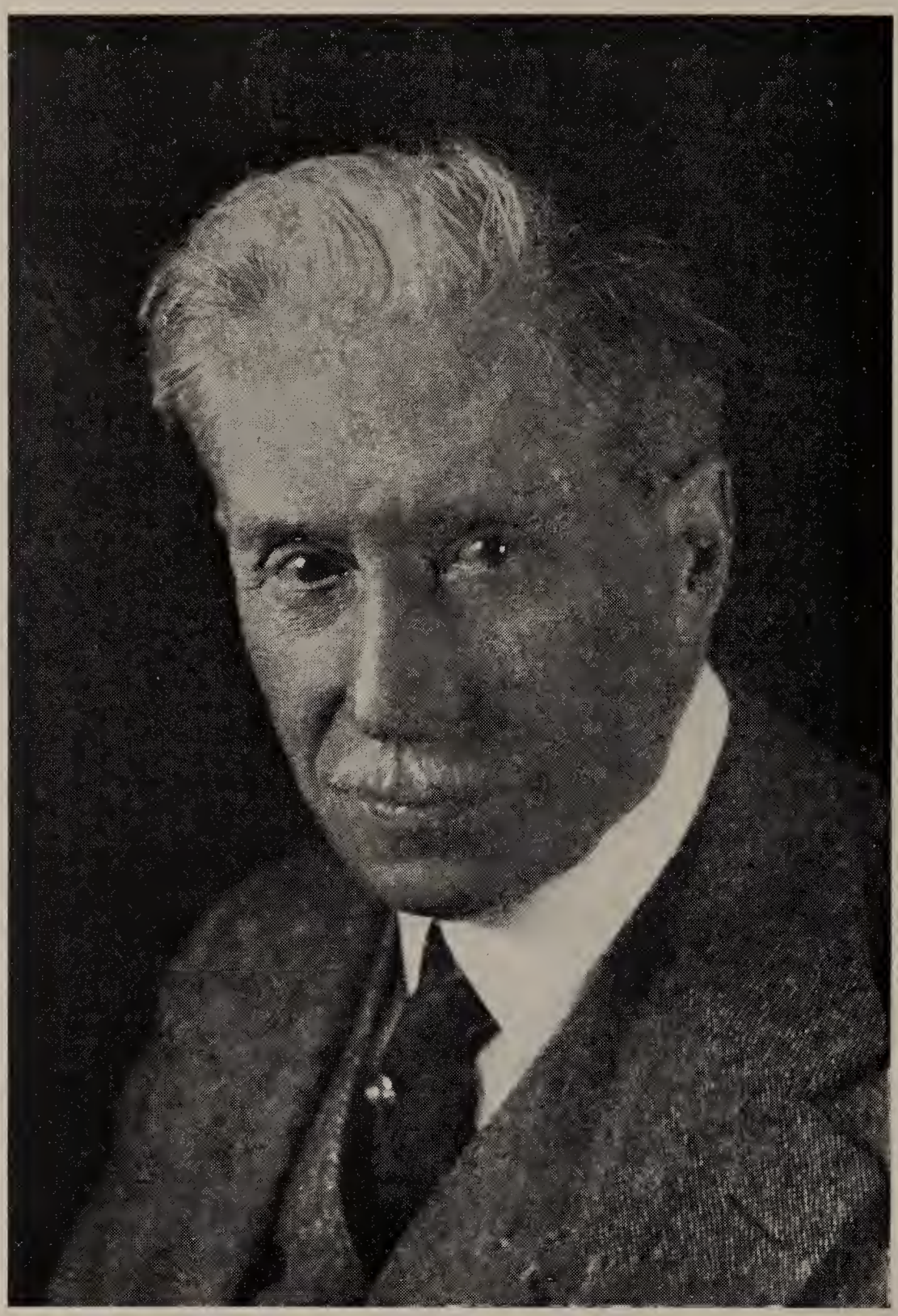

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KATE M. FOLEY

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